CVILLE PLANS TOGETHER

Comprehensive Plan Updates:

Overview of Draft Future Land Use Map & Chapter Revisions

May 2021

Reminder: What is “Cville Plans Together”?

Together, we are developing…

An **Affordable Housing Plan**, as part of the Comprehensive Plan, to create a unified strategy for housing Charlottesville’s residents.

An update to the **Citywide Comprehensive Plan**, to guide the ways that the city will change and grow in the future.

An updated **Zoning Ordinance**, to ensure that development takes place in a clear and effective manner, and to work toward correcting injustice related to land use.

It is a name for a process

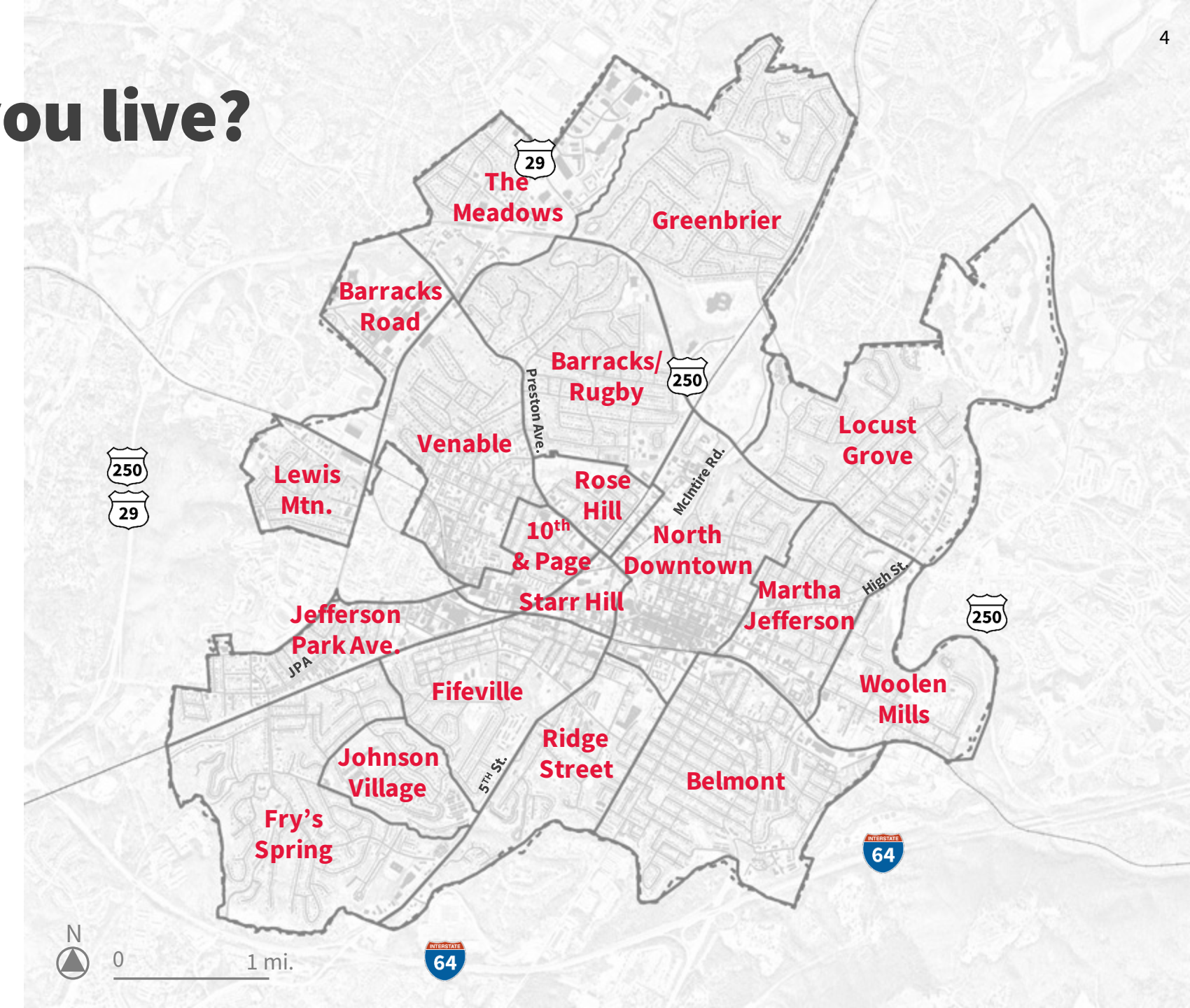
- **Cville Plans Together** is an opportunity for the community to actively participate in updating the **future vision for the city**, with a **focus on equity and affordability**.

Agenda

- **Project Update**
- **Chapter Revision Overview**
- **Land Use Overview**
  - Land Use & Historical Context
  - Charlottesville Today
  - Previous & Current Planning Efforts
- **Draft Future Land Use Map**
- **Next Steps**
- **Community Comments & Questions**

Please submit questions and comments using the Zoom Q&A tool

Poll: Where do you live?



Project Update

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Project Updates

2: Revised the Affordable Housing Plan and discussed with Planning Commission and Council, which endorsed the plan on March 1, 2021

3: Revised Comprehensive Plan Guiding Principles and Vision Statements, made updates to Goals and Strategies, and developed draft Future Land Use Map

Affordable Housing Plan

- Review existing conditions, etc.
- Identify goals and priorities and begin drafting housing strategies
- Draft Affordable Housing Plan
- Revise, finalize, and incorporate into Comp. Plan

Revised Comprehensive Plan

- Review existing conditions, etc.
- Identify goals and priorities
- Draft revisions to Comprehensive Plan
- Revise & finalize plan

Zoning Rewrite

- Prepare for zoning rewrite
- **Zoning rewrite** *Tentative timeline. Schedule and milestones to be refined following May 2021 Comp. Plan community review period.*

2020 | **2021** | **2022**

JAN FEB MAR APR MAY JUN JUL AUG SEP OCT NOV DEC JAN FEB MAR APR MAY JUN JUL AUG SEP OCT NOV DEC JAN FEB MAR

Key Community Input Points

- *Input related to goals and priorities for the future*
- *Review of draft Housing Plan & initial draft Comprehensive Plan revisions*
- *Review draft Comprehensive Plan goals, strategies, and future land use map*
- *Planning Commission and City Council hearings for Comprehensive Plan (tent.)*

Timing for community input points related to zoning TBD

1: Summarized Input Received in Fall 2020

Comprehensive Plan Overview & Chapter Updates

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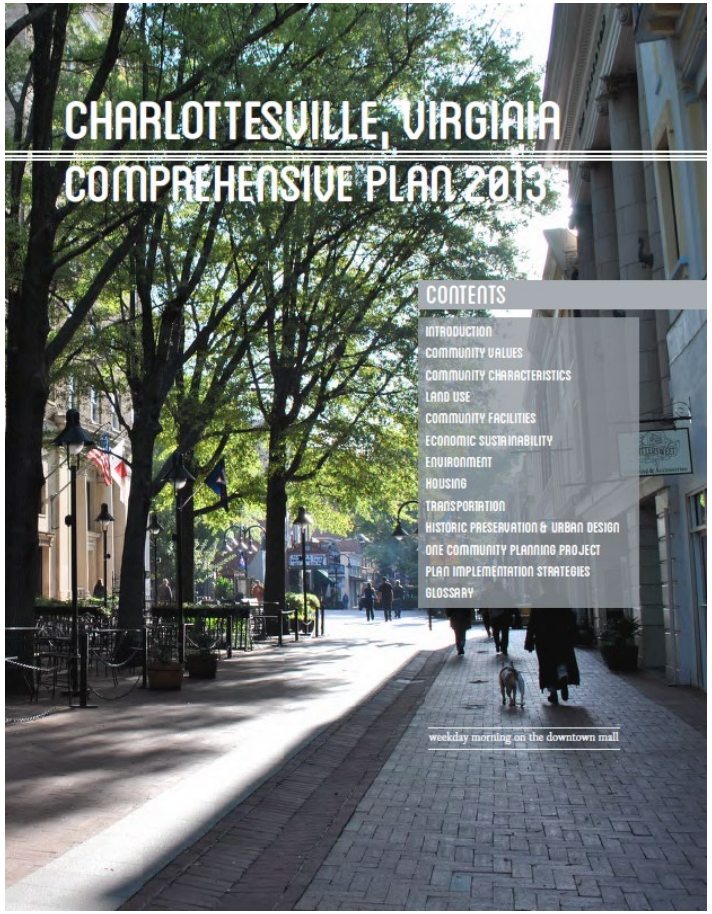
Comprehensive Plan Overview

What is a Comprehensive Plan?

- Describes & illustrates **community goals** and **guides decision-making** for various matters.
- Once adopted, it is the **statement of the city's intentions and policies** regarding land use and development.
- Land use and design policies **must then be reflected in the zoning ordinance to be effective.**



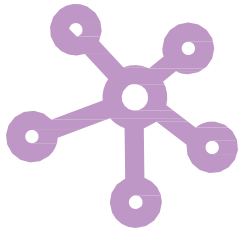
Comprehensive Plan Guiding Principles

Equity & Opportunity:
All people will be able to thrive in Charlottesville.

Community Culture & Unity:
Charlottesville's rich and diverse culture and form will be celebrated, and the entire community will feel welcomed, valued, and respected.

Local & Regional Collaboration:
From the neighborhood to the region, open conversations and partnerships will make the city stronger.

Environmental Stewardship & Sustainability:
The Charlottesville community will demonstrate environmental and climate leadership.



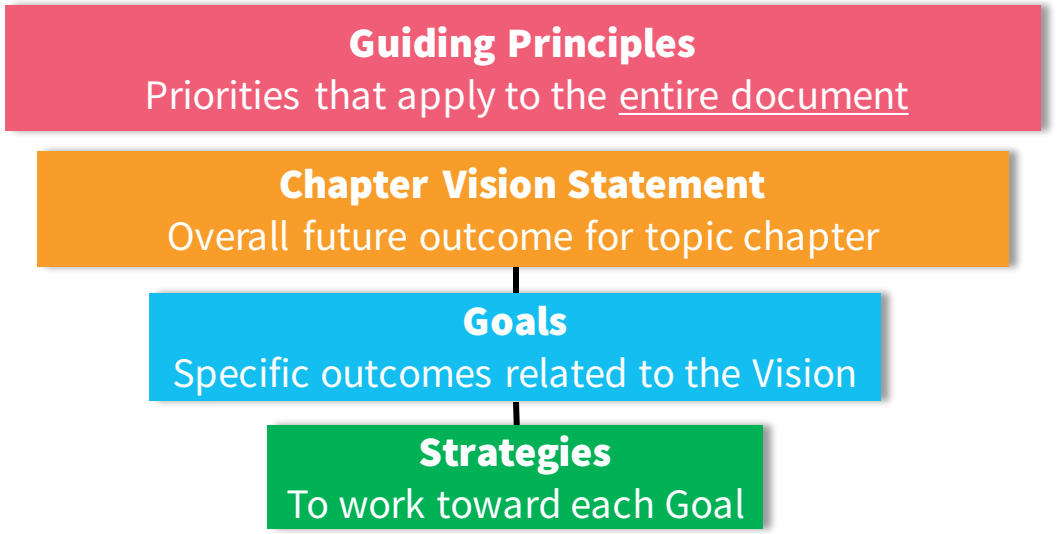
Connections & Access:
The City will consider land use and transportation in complementary ways, creating more accessible and safer mobility options for all.

Chapters

Chapters Include:

- Land Use, Urban Form, and Historic and Cultural Preservation
- Housing
- Transportation
- Environment, Climate, and Food Access
- Economic Prosperity and Opportunity
- Community Facilities and Services
- Community Engagement and Collaboration

Chapter Structure



Summary of Major Updates To Chapters

Note: This is not a comprehensive list of changes.

Chapter	Major Updates
Community Engagement and Collaboration (New)	• **Focuses on creating standardized processes, actively seeking representative and inclusive input, partnering with community groups and residents, and using a range of virtual and in-person engagement strategies**
Land Use, Urban Form, and Historic & Cultural Preservation	• **Draft Future Land Use map, which sets the stage for the zoning rewrite** • Strategies for ensuring that the implementation of the Future Land Use Map is tied to **equity and affordability** • Supports a mix of uses and increased **housing options** throughout the city • Recognizes role that **historic properties** have in the city, and the role they can play in the housing conversation
Housing	• Incorporates recommendations from **the Affordable Housing Plan** including those related to funding, governance, tenants' rights, and subsidies • Supports a range of housing options throughout the city
Economic Prosperity and Opportunity	• Builds on existing programs focused on **job training and placement**, and adds additional focus on community **wealth building** • Supports **economic development** at a variety of scales
Environment, Climate, and Food Access	• Supports the forthcoming **Climate Action Plan** and **Rivanna River Corridor Plan** • Supports achievement of the city's **energy** goals • Adds additional focus on **food access**
Transportation	• Prioritizes **safe, multimodal transportation** in Future Land Use Map nodes and corridors, and in neighborhoods currently lacking transportation options • Supports planned projects, potential reduction in parking requirements (where paired with supporting policies), and regional Transportation Demand Management discussions
Community Facilities and Services	• Supports ongoing needs related to services, and supports community-police discussions about a **range of ways to enhance community safety** • Emphasizes the **role that infrastructure must play in any growth areas** • Provides several strategies related to Parks & Recreation improvements and plans

Land Use
Historical Context

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Land Use Milestones

1762-1890s

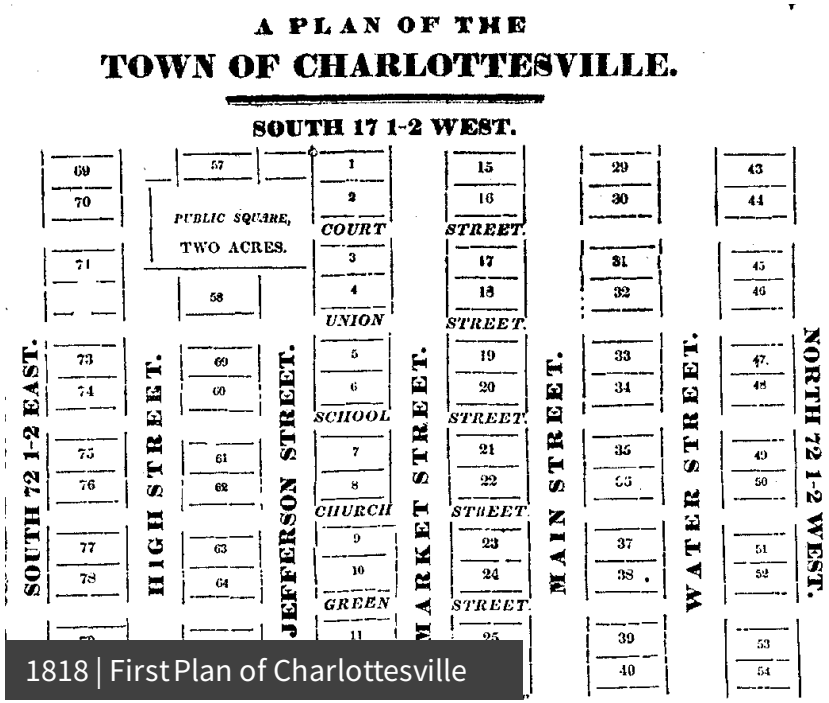
1762: Charlottesville founded by an Act of the Assembly as the Albemarle County seat.

1819: UVA Established.

1850: Completion of Virginia Central Railroad, parallel to West Main, establishes a vital transportation corridor. (Southern Railway arrives 1894.)

1888: Charlottesville is incorporated as a city and land surrounding the original grid is annexed. The city now totals 781 acres.

1862 | Orange and Alexandria Railroad



1818 | First Plan of Charlottesville

1856 | Edward Sachse's Drawing of UVA

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Land Use Milestones

1890s – 1940s

Around 1890: Private racial covenants are introduced, restricting African American homeownership and confining rental properties to older, central areas of the city.*

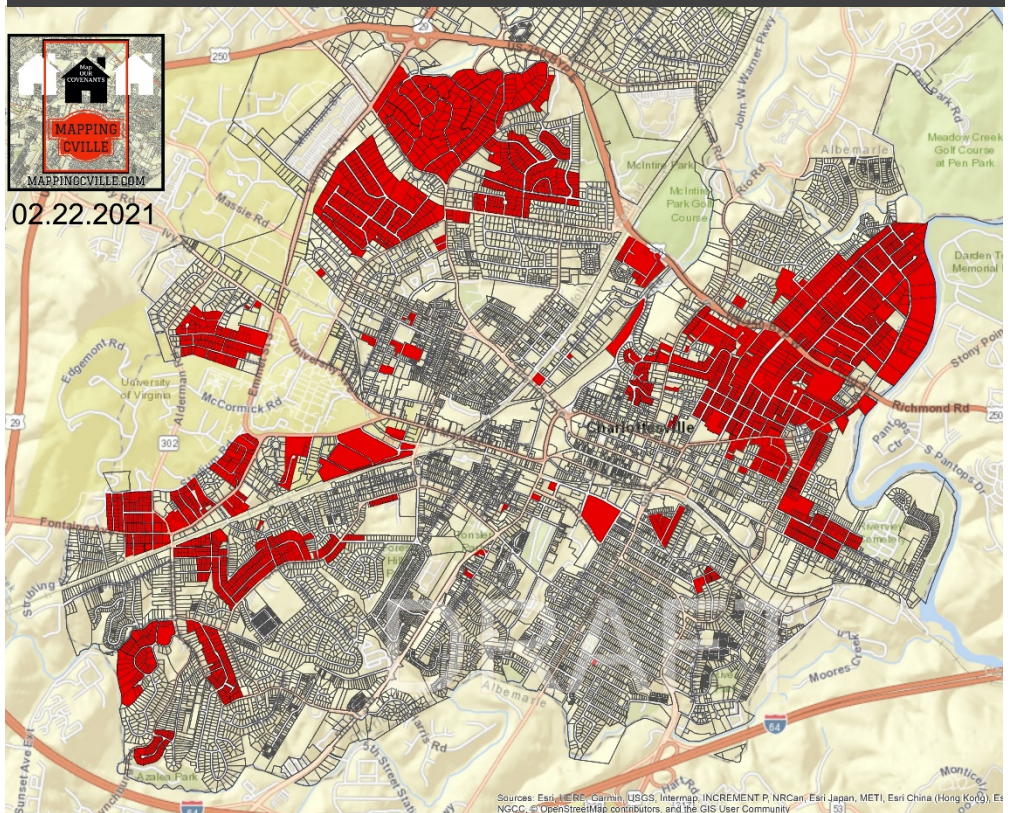
1912: The City Council unanimously passes "An Ordinance: To Secure for White and Colored People a Separate Location of Residence for Each Race.*

1929: The first formal zoning code is approved. Under community pressure, it is amended to allow two units per property instead of one.

****Noted for historical context only. These ordinances are no longer valid.***

1890 | Charlottesville Land Company Properties

Parcels with Racial Covenants (many with current R-1 zoning)



Source: Mapping Cville project (mappingcville.com).

Mapping of parcels is ongoing.

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Land Use Milestones

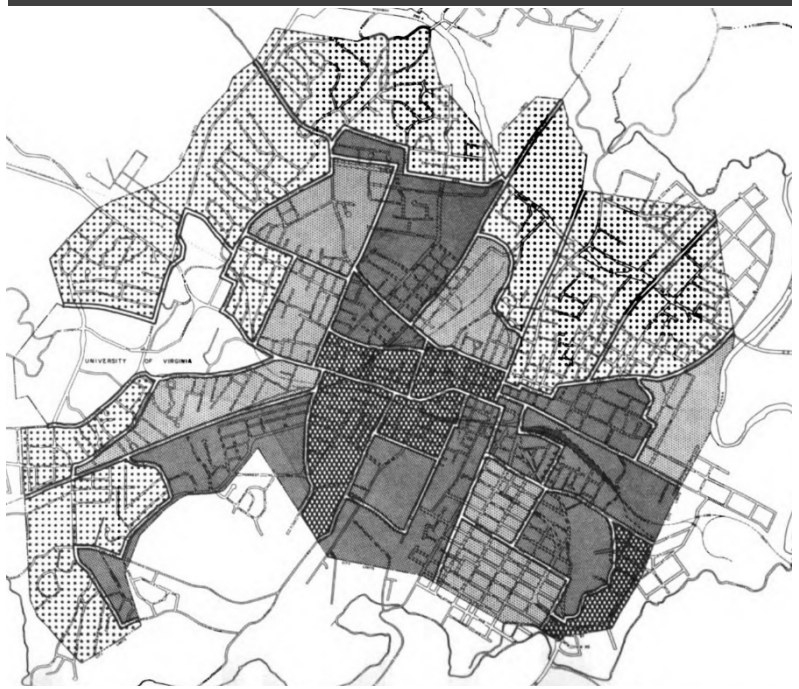
1940s – 1970s

1956: First off-street parking mandate. Harland Bartholomew and Associates (HBA) is contracted to develop city's first comprehensive plan.

1958: HBA's first Comprehensive Plan calls for the "elimination of slums, traffic congestion, and inadequate parking."

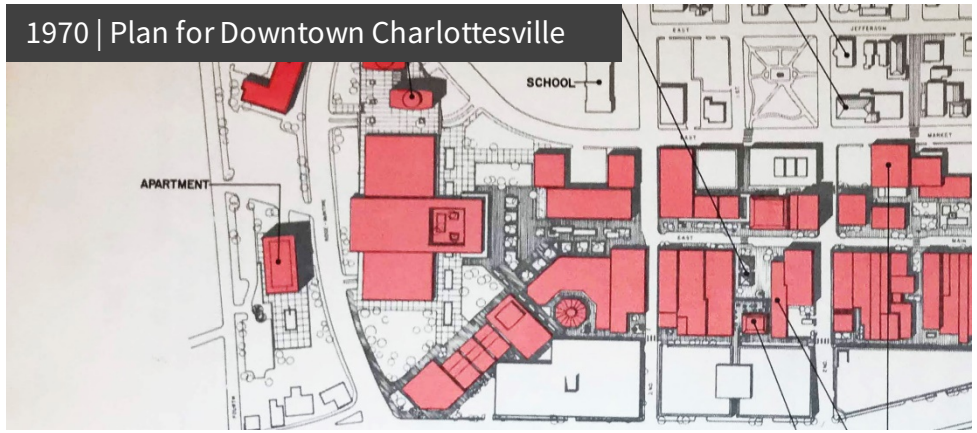
1964: Vinegar Hill is razed. There are similar situations in other neighborhoods through the 70s.

1950 | Map of "Substandard Housing"



1964 | Razing of Vinegar Hill

1970 | Plan for Downtown Charlottesville



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Land Use Milestones

1970s - Present

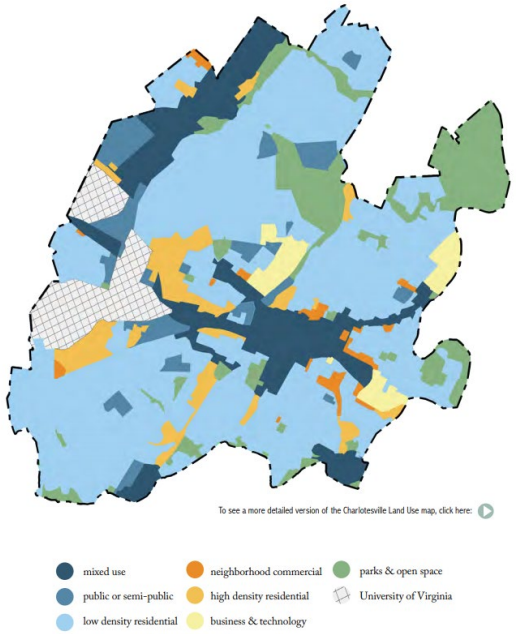
1991: A new zoning map for the city is released, broadening single-family zoning throughout the city, including undeveloped areas, leading to conversations around affordability and exclusion.

2003: Current zoning code adopted.

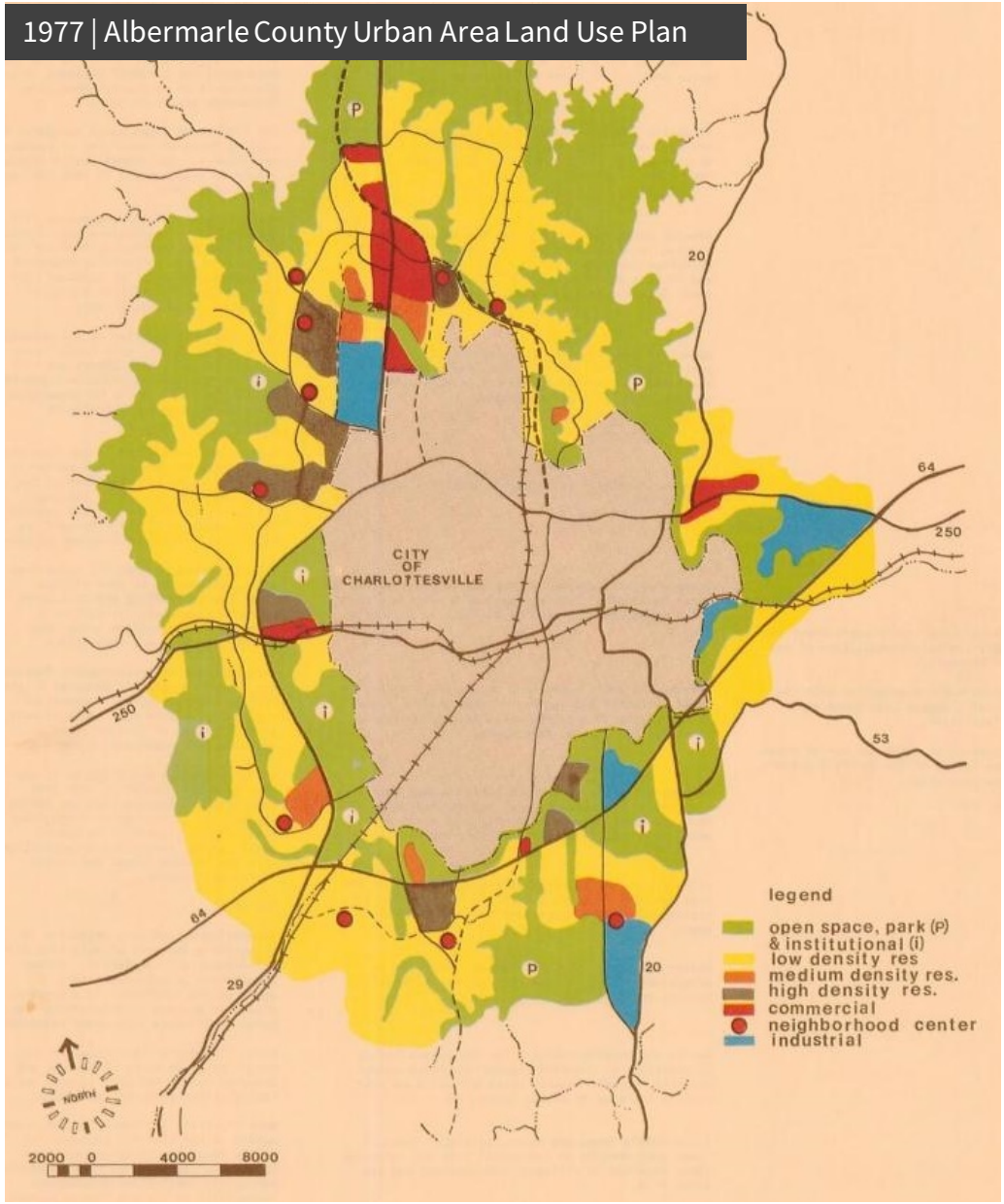
2013: Current Comprehensive Plan is adopted.

2013 | Comprehensive Plan

2013 | Future Land Use Map


To see a more detailed version of the Charlotesville Land Use map, click here:
mixed use
public or semi-public
low density residential
neighborhood commercial
high density residential
business & technology
parks & open space
University of Virginia

1977 | Albermarle County Urban Area Land Use Plan



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Charlottesville Today

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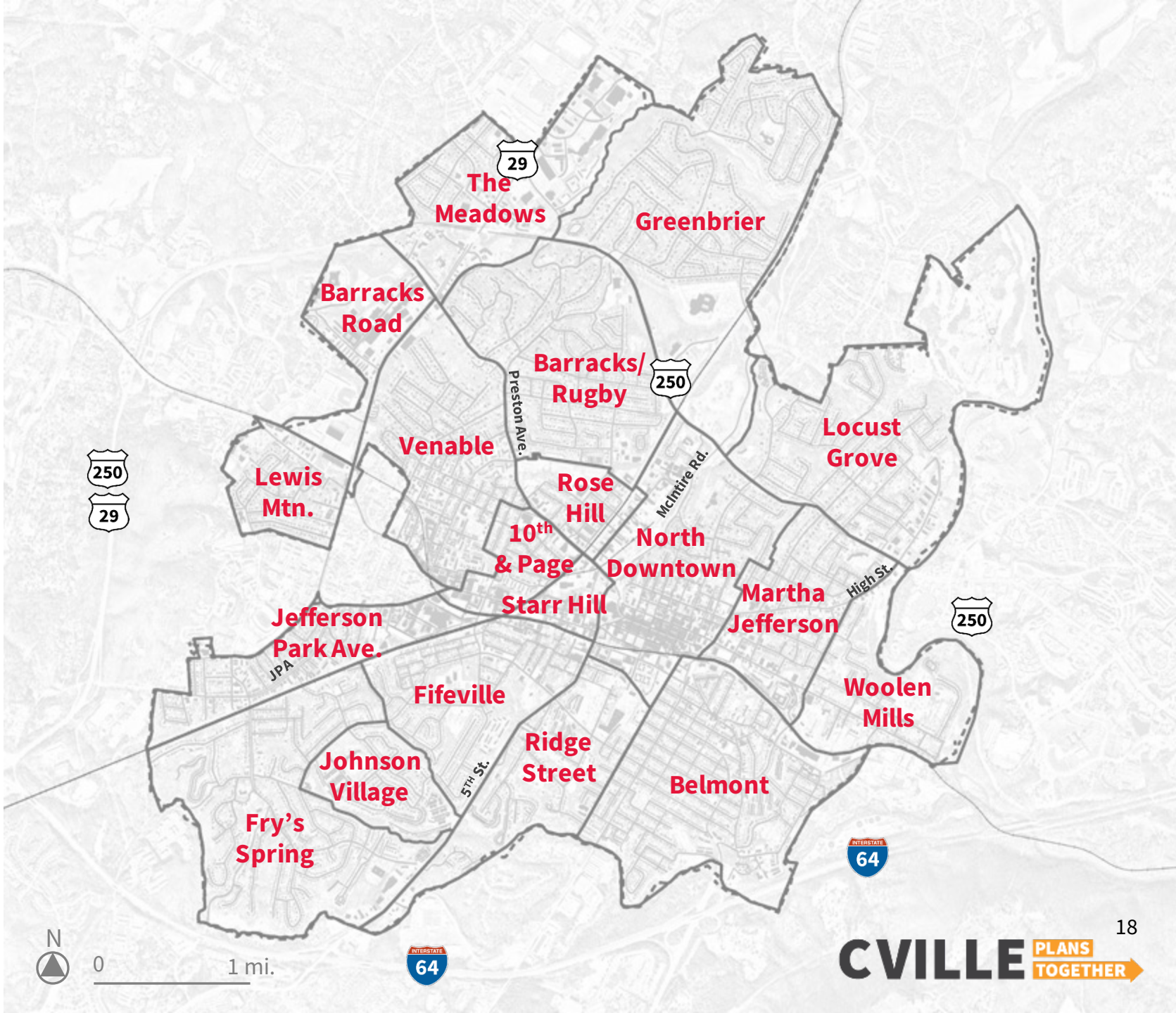
Neighborhood Planning Areas

- **Areas designated for City planning and coordination**
- **Each Neighborhood Planning Area has unique qualities such as:**
  - Community context
  - Size
  - Land uses and community resources
  - History
  - Demographics



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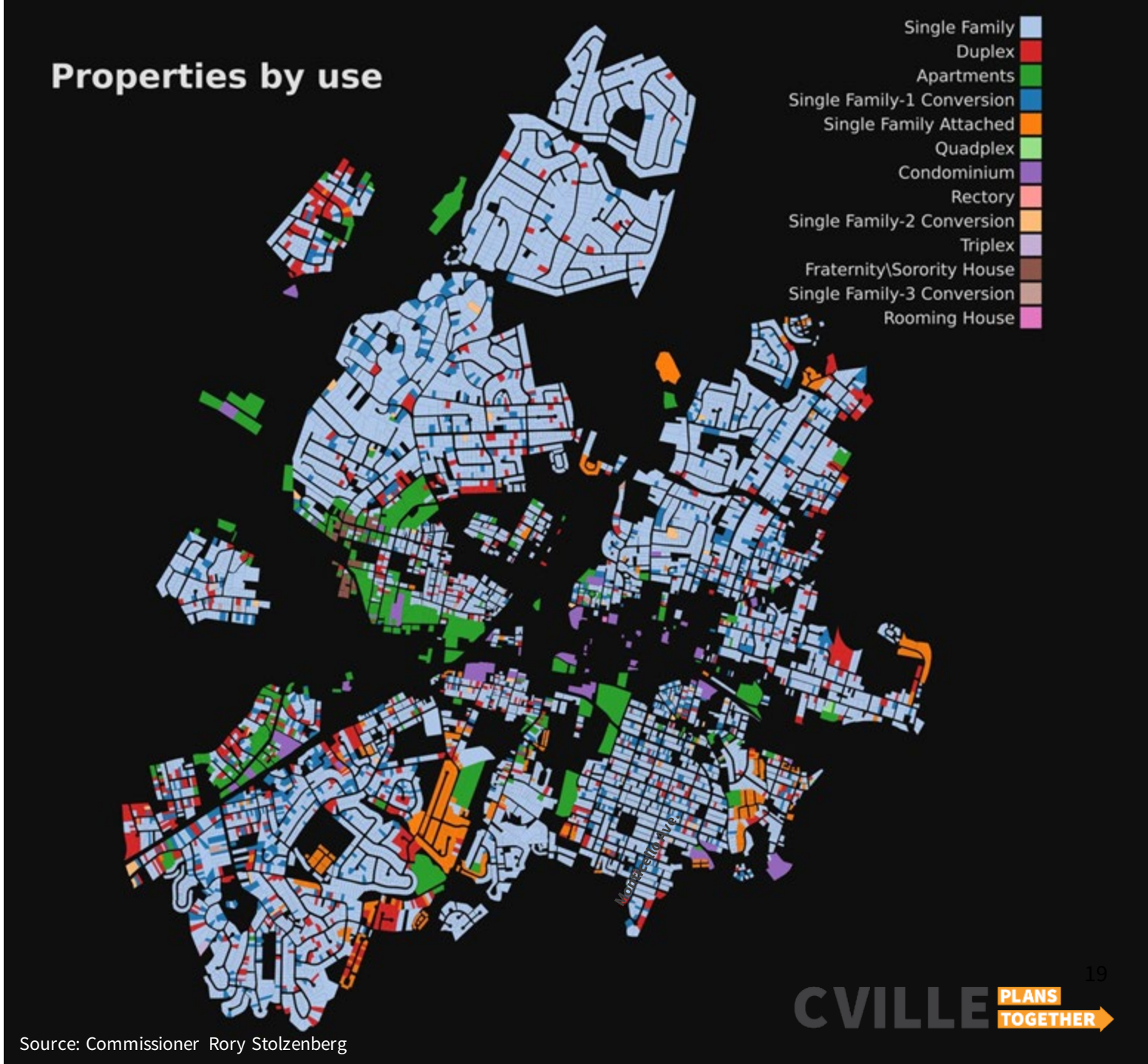
Residential Character

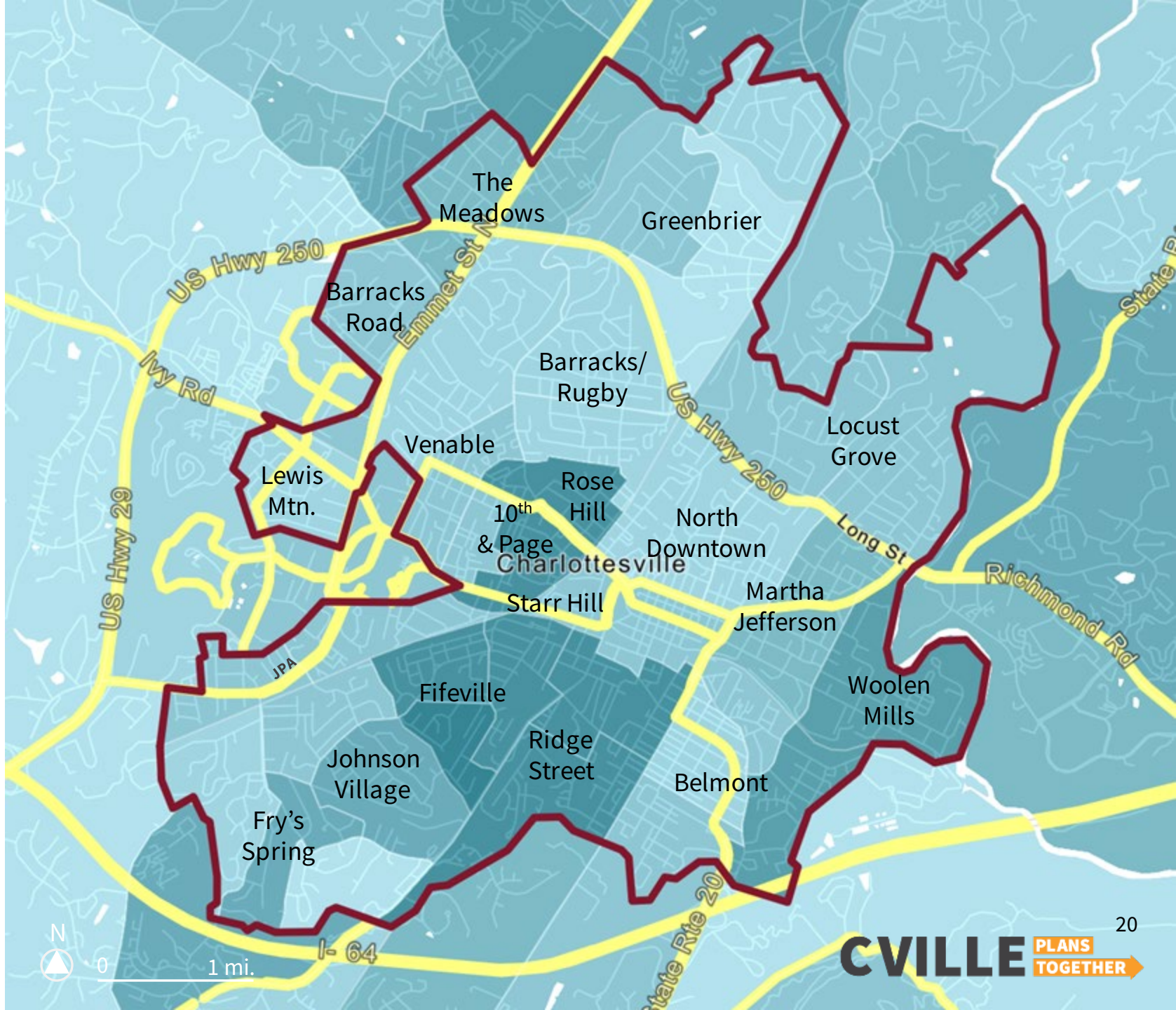
- Diverse housing types within residential neighborhoods today
- Higher density residential generally concentrated in Downtown & near UVA



Source: Commissioner Rory Stolzenberg

Resident Diversity

- **Most of the city's Black or African American citizens live near Downtown and along the 5th Street corridor**
- **The city's highest concentration of Hispanic residents is along the US 29 corridor (north end)**
- **The city's most racially diverse Neighborhood Planning Areas include:**
  - **10th & Page**
  - **Fifeville**
  - **Rose Hill**
  - **Ridge Street**



Black or African American Residents (ACS 2018)

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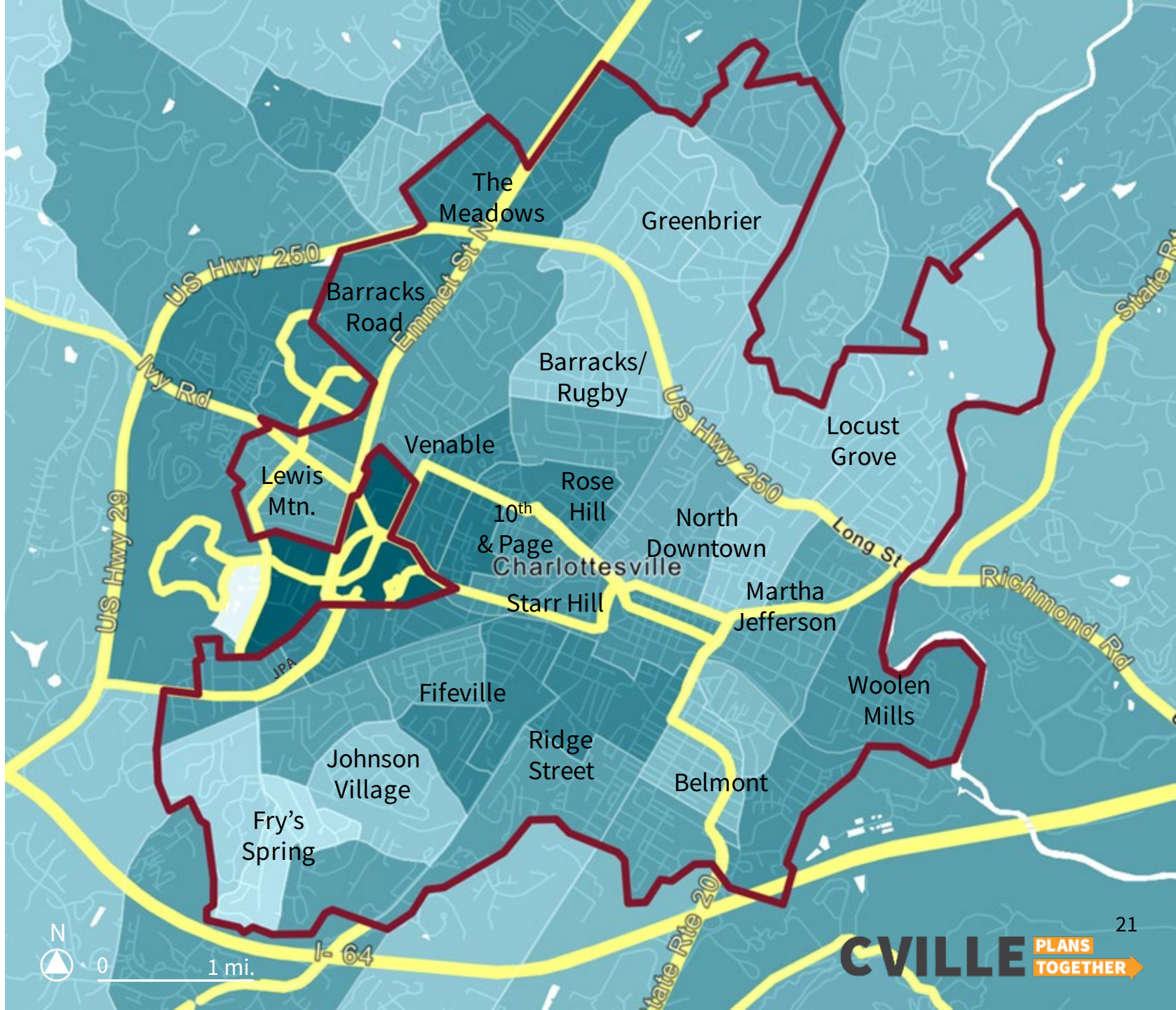
Resident Income

- **The City's lower income neighborhoods are concentrated along the US 29 corridor, near UVA, and south / east of Downtown**



Household Income Less Than $30,000 Per Year (~30% AMI, ACS 2018)

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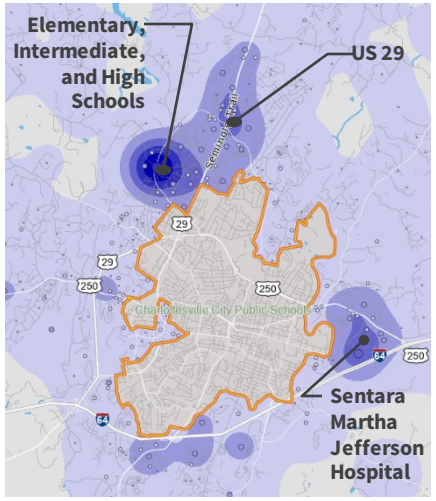
Employment

- **Major areas of employment**
  - Downtown
  - University of Virginia
  - US 29 / Emmett Street corridor
  - Pantops (Albemarle County)

KEY

- 1 - 12 Jobs
- 13 - 186 Jobs
- 187 - 941 Jobs
- 942 - 2,974 Jobs
- 2,975 - 7,261 Jobs
- 5 - 1,031 Jobs/Sq.Mile
- 1,032 - 4,109 Jobs/Sq.Mile
- 4,110 - 9,240 Jobs/Sq.Mile
- 9,241 - 16,423 Jobs/Sq.Mile
- 16,424 - 25,659 Jobs/Sq.Mile



Surrounding Context

US 29 Corridor

UVA

Downtown

Pantops

Preston Ave.

McIntire Rd.

High St.

JPA

5TH St.

Monticello Ave.

N

0 1 mi.

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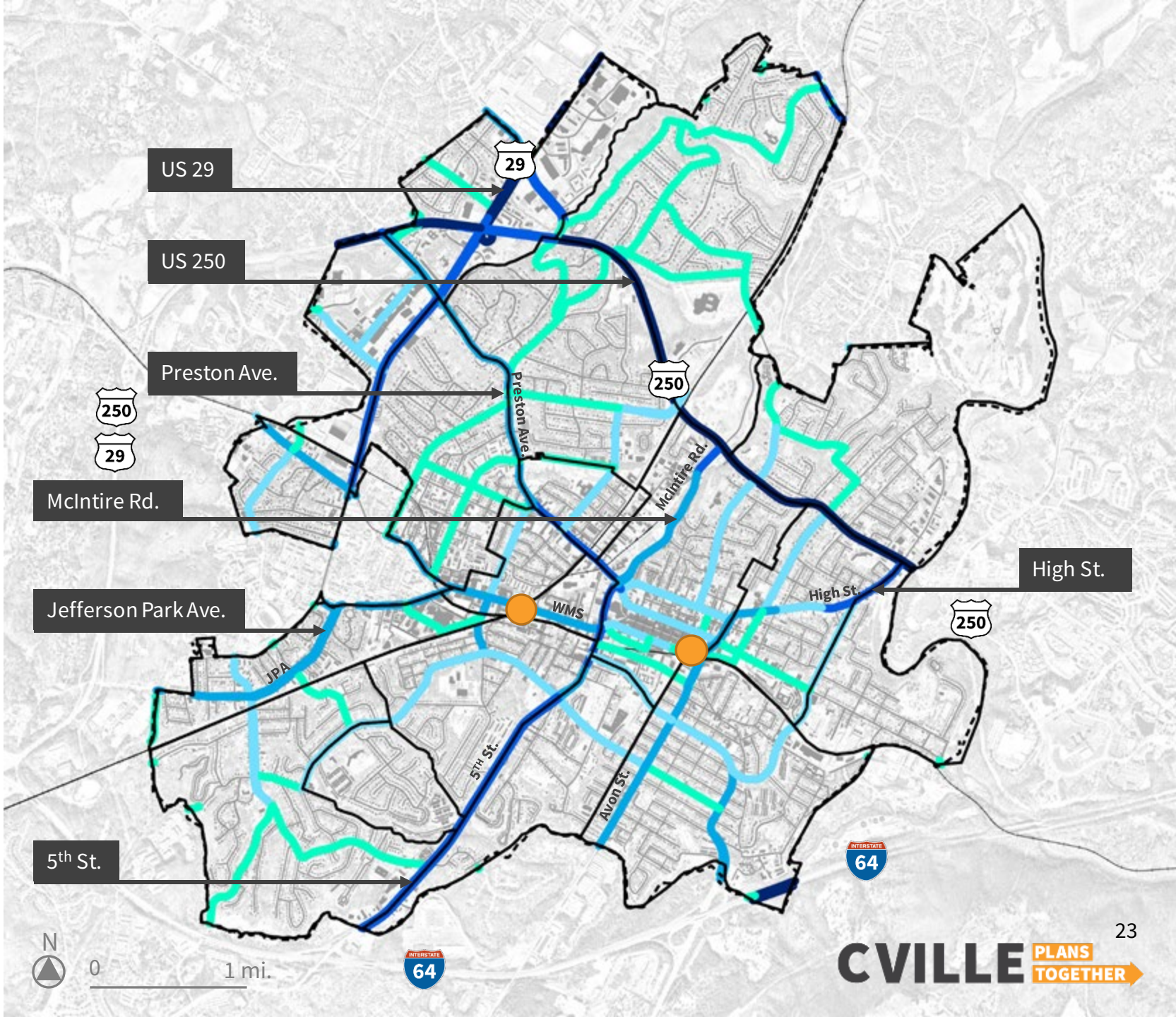
Transportation

- Network of thoroughfares and local streets
- Major corridors can create physical and visual barriers between neighborhoods
- Interconnected bus routes along major corridors



KEY (Average Daily Traffic)

≤ 57,000	≤ 11,000
≤ 31,000	≤ 5,600
≤ 19,000	Transit Center

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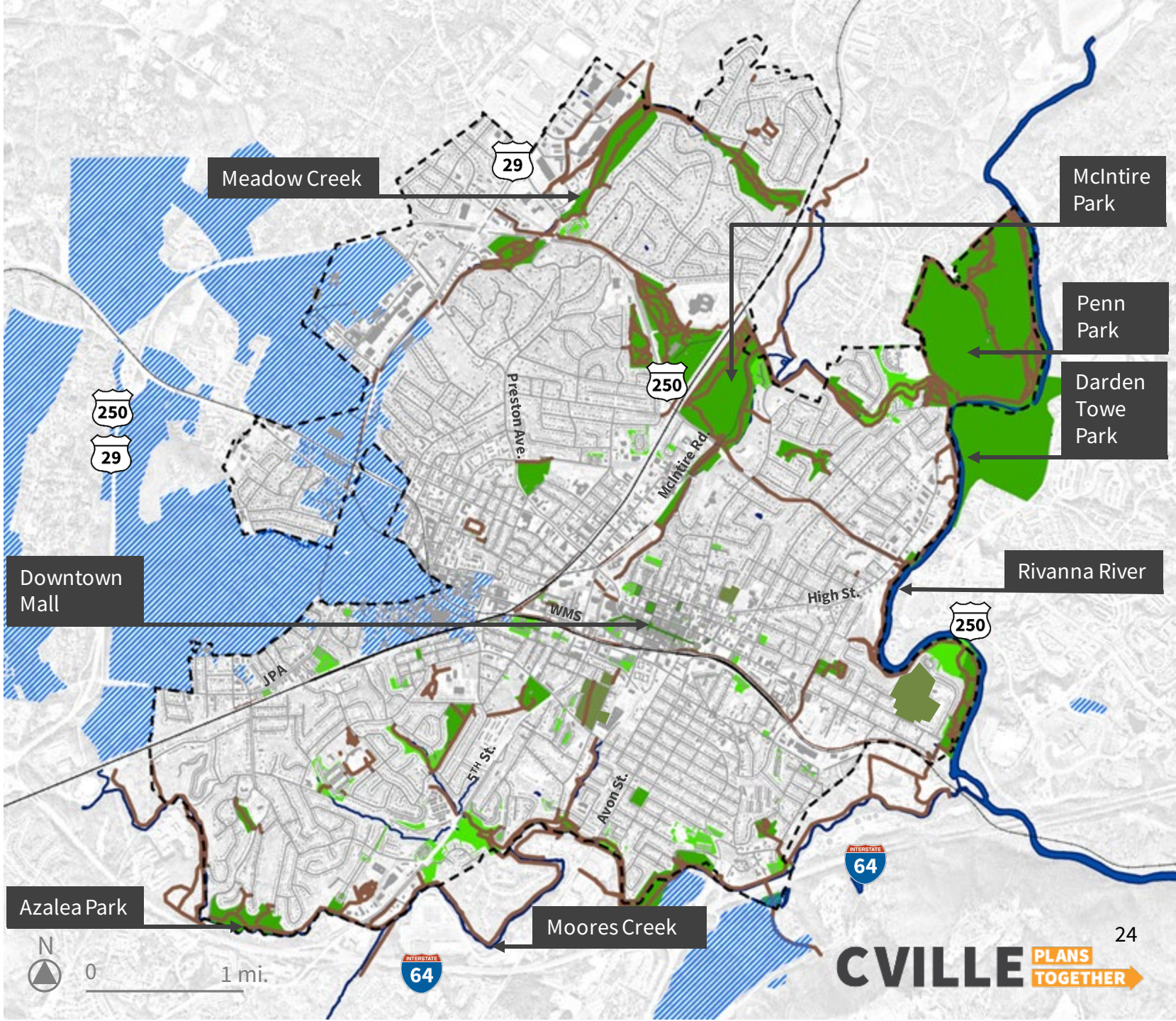
Parks & Open Spaces

- **A connected park and open space network**
- **A range of park types and scales**

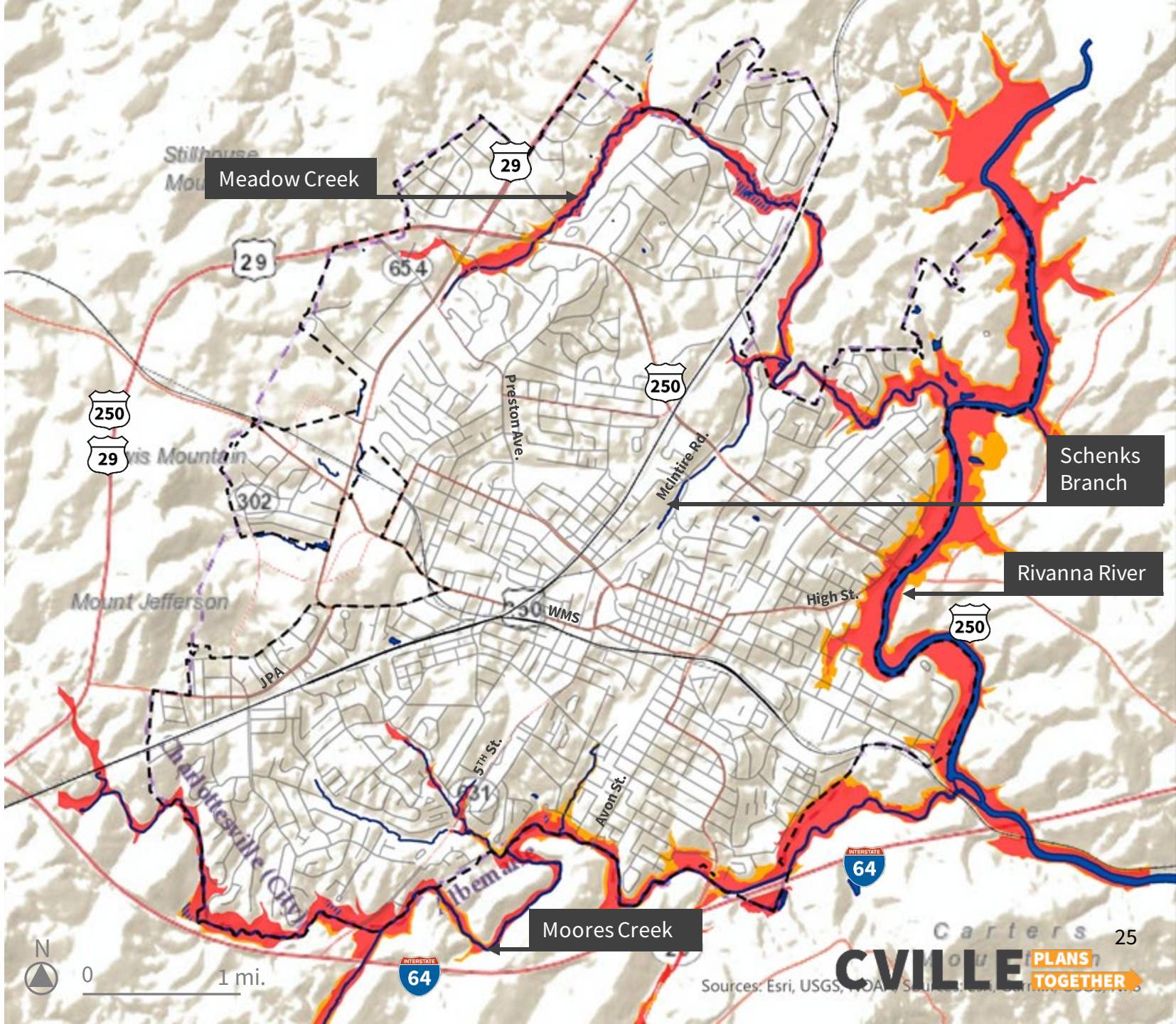


Environmental Features

- The Rivanna River and tributaries create nature corridors linking parks and open spaces
- Topographic conditions vary significantly throughout the City
- Tree canopy throughout the city

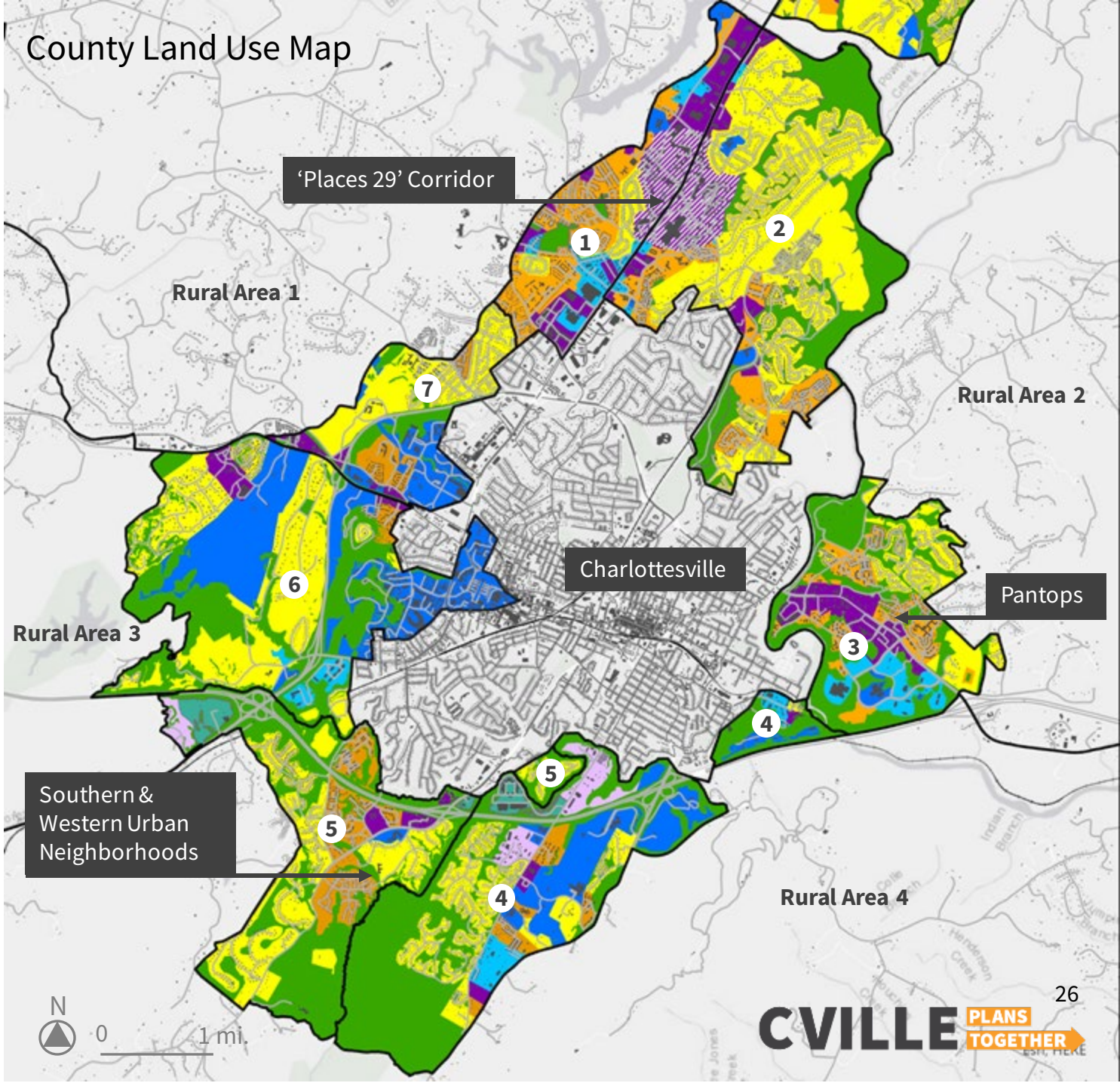
KEY

- Waterbodies
- Wetlands
- 100-Yr Floodplain
- 500-Yr Floodplain



The Urban Ring

- **The City of Charlottesville**
  - 50,000 +/- residents
  - 10 sq. mi.
- **Urban Ring: The Development Area surrounding Charlottesville in Albemarle County**
  - One Community Project (unified borders)
  - 22 sq. mi.
  - Residential (single and multi-family)
  - Higher density / urban mixed-use areas (commercial, residential, and office)
  - Parks & open space
  - Potential UVA expansion areas
- **Higher intensity development along US 29 & 250 near the City's boundary**



Housing Need

Population change

- Since 2010, Charlottesville has had an increase of approximately 4,800 residents and 11,000 jobs, but only 2,600 new homes were constructed in the same time period.

Charlottesville is "landlocked" – intensifying uses to allow for more density on the same sites can create more housing supply

- The city needs more housing at all price points to reduce market pressures that constrain affordability for moderate- and low-income households.

It's not only about supply – Charlottesville needs affordable housing

- The 2018 Housing Needs Assessment estimated a shortage of 3,318 affordable units in 2017.
  - This includes cost-burdened households, housing units in poor condition, and housing needed for homeless individuals and families.
- Significant subsidy is needed to produce homes affordable to low-income residents, particularly those earning 30% of Area Median Income or less. Land use policies alone cannot increase the availability of these affordable homes.

Previous & Current Planning Efforts

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Existing Area Plans & Studies

Citywide Plans

- Bicycle & Pedestrian Plan (2015)
- Streets That Work (2016)
- Affordable Housing Plan (2021)

Small Area Plans

- Strategic Investment Area (2013)
- Hydraulic-29 Small Area Plan (2018)
- Cherry Avenue Small Area Plan (2021)

Other Plans/Efforts

- Starr Hill Vision Plan (In Progress)
- Urban Rivanna River Corridor Plan (In Progress)
- Climate Action Plan (In Progress)
- City GreenPrint 1.0

UVA Studies

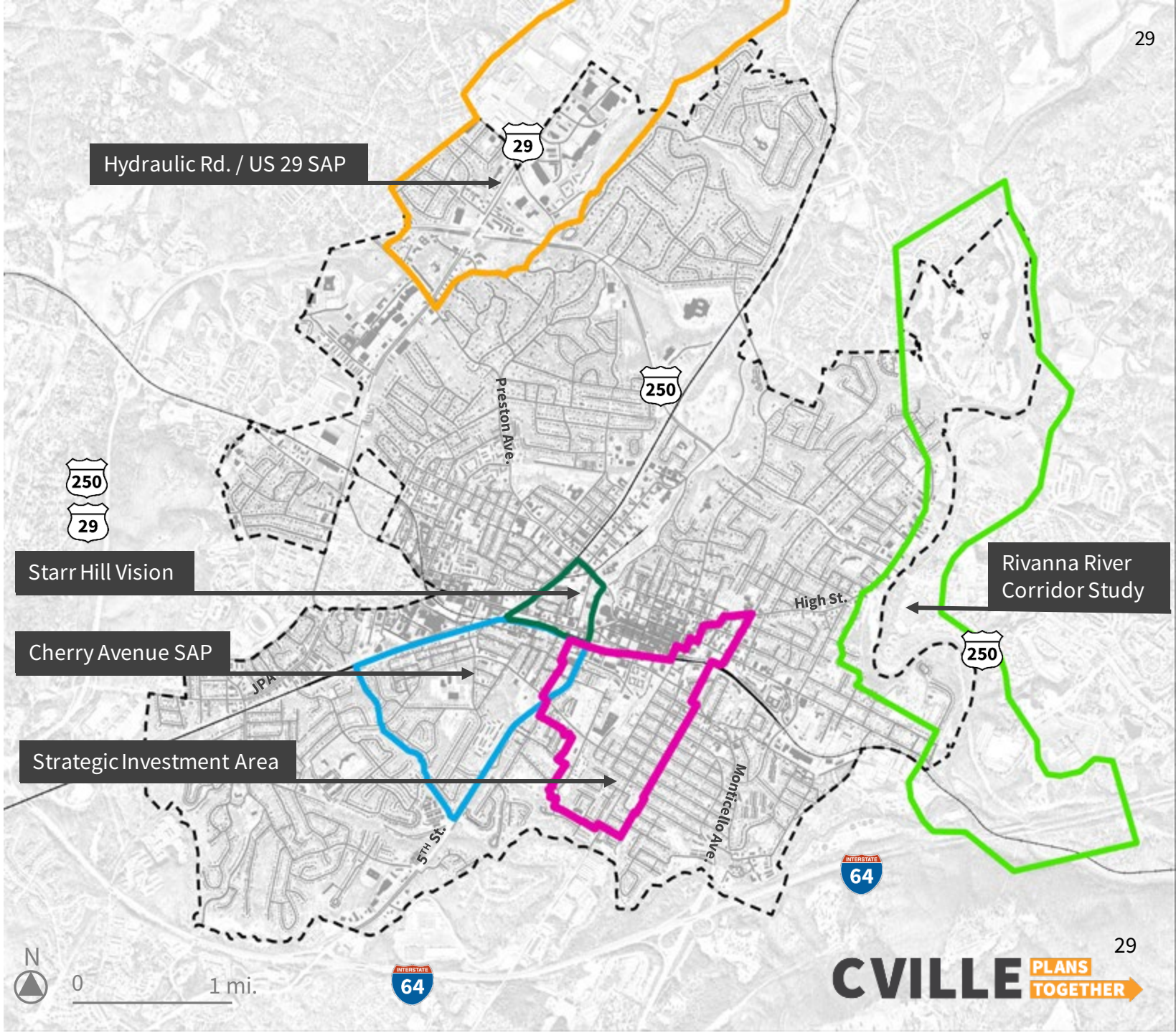
- Brandon Avenue, Ivy Corridor Planning
- Other university expansion projects

County / Regional Plans

- Broadway Blueprint Study (2019)
- Regional Transit Plan

Additional Plans/Efforts

- Local Food, Local Places (Cultivate Charlottesville)
- Other plans to address the City's critical issues



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Draft Future Land Use Map

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Land Use vs. Zoning

The Future Land Use Map is a key component of the Land Use, Urban Design, and Historic & Cultural Preservation chapter of the Comprehensive Plan.

Comprehensive Plan Future Land Use Map is:

- A tool to describe the Plan's long-term (20+ year) vision for location and character of development in the city
- A guide for development – it *can be used* when evaluating development proposals and re-zoning, but it is not legally mandatory

Comprehensive Plan Future Land Use Map is not:

- An update to the Zoning Ordinance (that process will follow the adoption of the Comprehensive Plan, and will be influenced by the land use map)
  - Zoning presents requirements that are mandatory, unless waived
  - The forthcoming zoning rewrite may allow for several categories of zoning that can be implemented in each of the Future Land Use Map categories

Draft Future Land Use Planning Objectives

1. **Build upon land use recommendations** integrated within the City's citywide studies, Small Area Plans, and the 2021 Affordable Housing Plan.

2. Ensure citywide, **equitable** opportunities for **density increases** and enhanced community services.

3. Increase density around community amenities such as **shopping, employment centers, and transit**.

4. Explore the development potential of **vacant or underutilized** properties.

5. Maximize access to **public open spaces and schools**.

6. Establish correlations between the City's land uses, **UVA, and the Urban Ring**.

7. Increase **access to transit** to help achieve the City's climate goals.

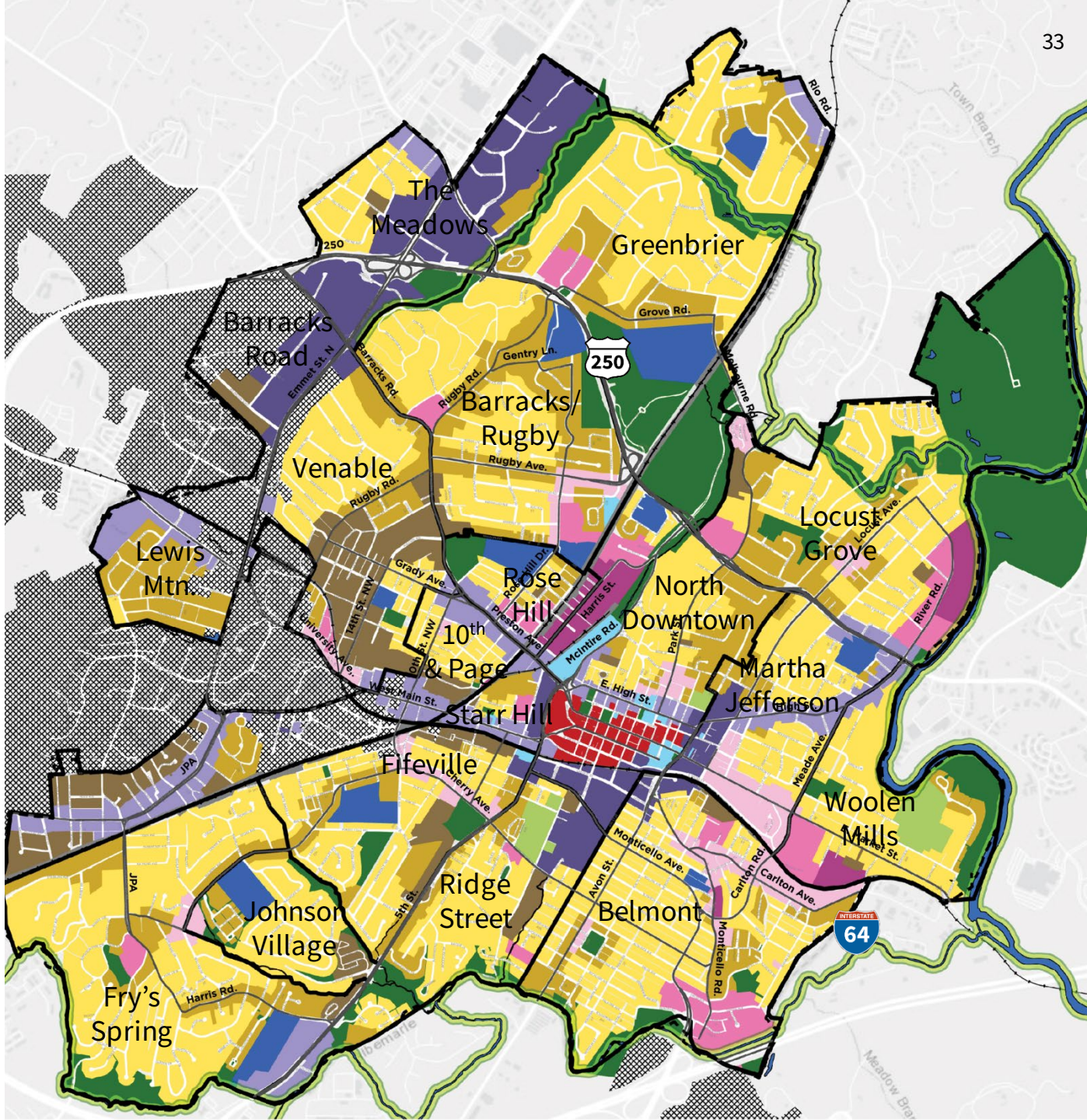
8. Protect, preserve, and enhance **natural & cultural resources**.

9. Ensure long term **economic sustainability** of the City by planning for a wide range of commercial land use types.

Draft
Future Land Use Map

LAND USE CATEGORY

- Downtown Core
- Urban Mixed Use Node
- Urban Mixed Use Corridor
- Business And Technology Mixed Use
- Neighborhood Mixed Use Node
- Neighborhood Mixed Use Corridor
- High-Intensity Residential
- Medium-Intensity Residential
- General Residential
- Public Park or Open Spaces
- Cemetery
- Civic (Public and Semi-public)
- Education
- UVA
- Stream Buffer



Residential

GENERAL RESIDENTIAL

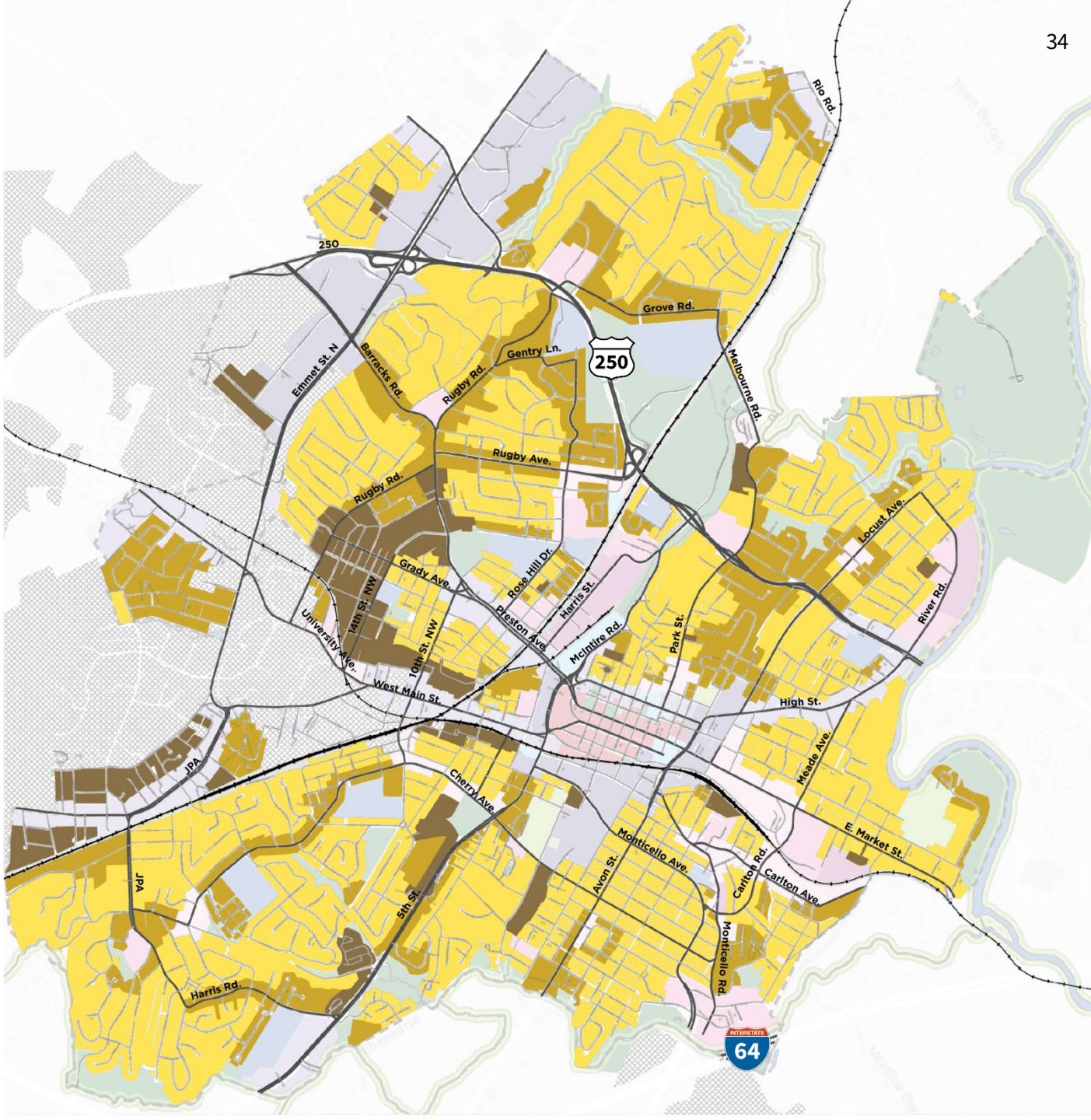
A range of housing types scaled in context with the existing single-family character. Incentivize affordability and increased intensity to meet Affordable Housing Plan goals.

MEDIUM-INTENSITY RESIDENTIAL

A variety of housing types, including rowhouses, townhouses, and smaller multi-unit buildings, compatible with adjacent low intensity neighborhoods. Incentivize affordability and increased intensity to meet Affordable Housing Plan goals.

HIGH-INTENSITY RESIDENTIAL

Neighborhoods and sites for multi-unit housing. Incentivize affordability and increased intensity to meet Affordable Housing Plan goals.



Residential

	General Residential	Medium Intensity Residential	High Intensity Residential
Uses	Up to 3-unit dwellings including existing single-family splits, accessory dwelling units (ADUs). Limited commercial uses.	Small multi-unit buildings (4-12 units), accessory dwelling units (ADUs), cottage courts, rowhouses, townhouses. Limited commercial uses allowed.	Multi-unit housing (13+). May include large and/or smaller-scaled buildings Limited ground floor commercial uses encouraged.
Form	All residential categories: compatible with existing residential and historic neighborhood context. Highest building heights according to context.		
Height	Up to 3.5 stories. 2-2.5 stories average.	Up to 4.5 stories allowed at sites with appropriate depth. 3 stories average.	Up to 5 stories.

Mixed Use Nodes

NEIGHBORHOOD MIXED USE NODE

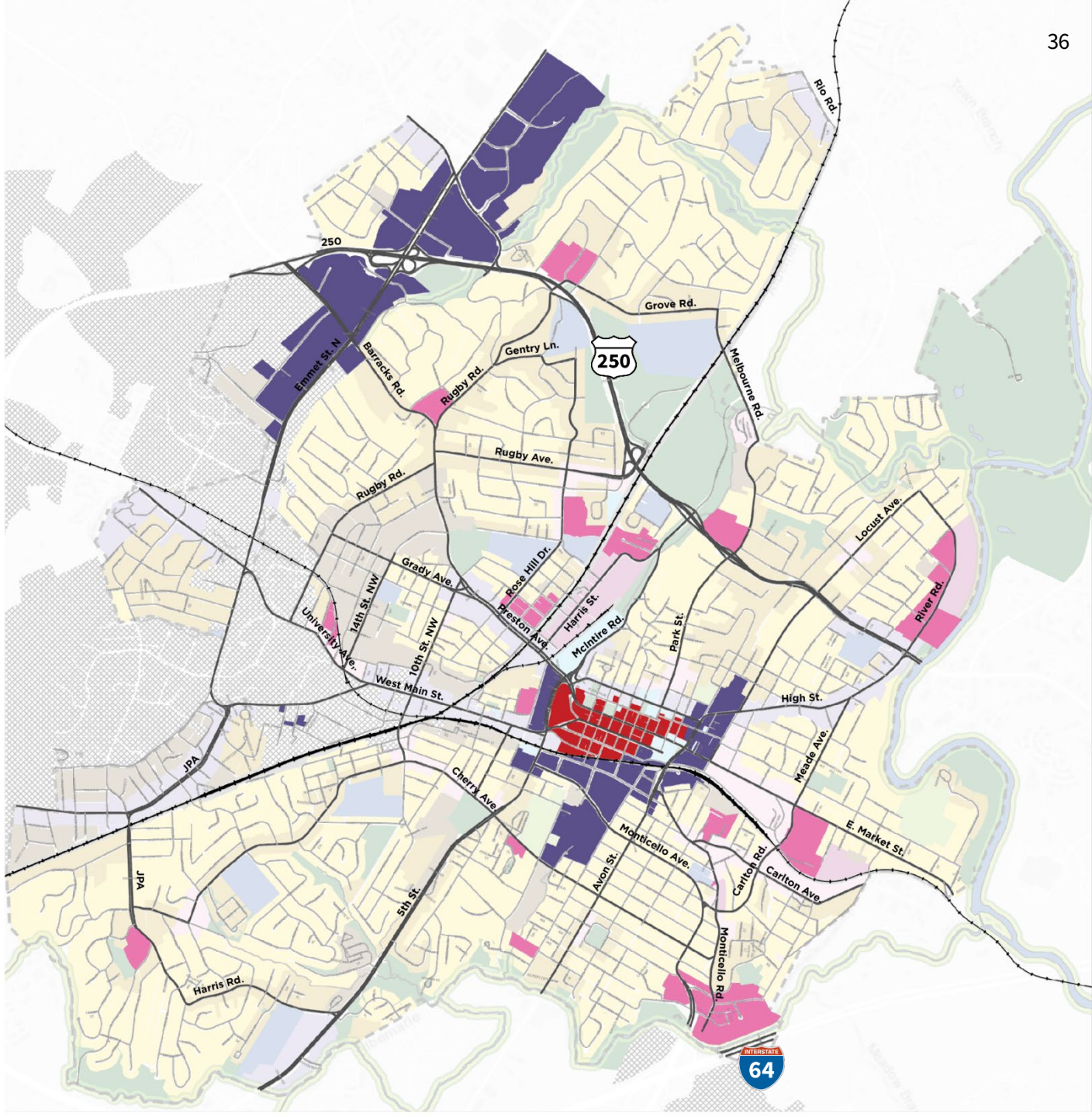
Compact neighborhood centers that encompass a mix of land uses arranged in smaller scale buildings compatible with surrounding residential areas.

URBAN MIXED USE NODE

Urban mixed use areas that support housing, employment, and commercial goals and needs at key locations.

DOWNTOWN

A primary, central activity hub for the city.



Mixed Use Nodes

	Neighborhood Mixed Use Node	Urban Mixed Use Node	Downtown
Uses	Commercial, employment, residential. A mix of uses in the same building ("vertical mixed use") is encouraged. Support ground floor uses which encourage an active pedestrian environment, for example, shops, restaurants, salons, etc.		
Form	Respond to existing residential, environmental and historic context. Create new, complete districts comprised of walkable streets, civic amenity spaces, and an intensive mix of land uses.		Compatible with, and respond to, the existing urban scale and historic/civic context.
Height	Up to 4 stories. 5 stories allowed internal to sites with appropriate depth to allow transitions to surrounding uses.	5-8 stories. Up to 10 stories maximum where appropriate and when Comprehensive Plan goals, such as goals related to housing affordability and community wealth building can be achieved.	2-6 stories. Up to 10 stories maximum where appropriate and when Comprehensive Plan goals, such as goals related to housing affordability and community wealth building can be achieved.

Mixed Use Corridors

NEIGHBORHOOD MIXED USE CORRIDOR

Neighborhood mixed use areas arranged along corridors that support existing residential districts.

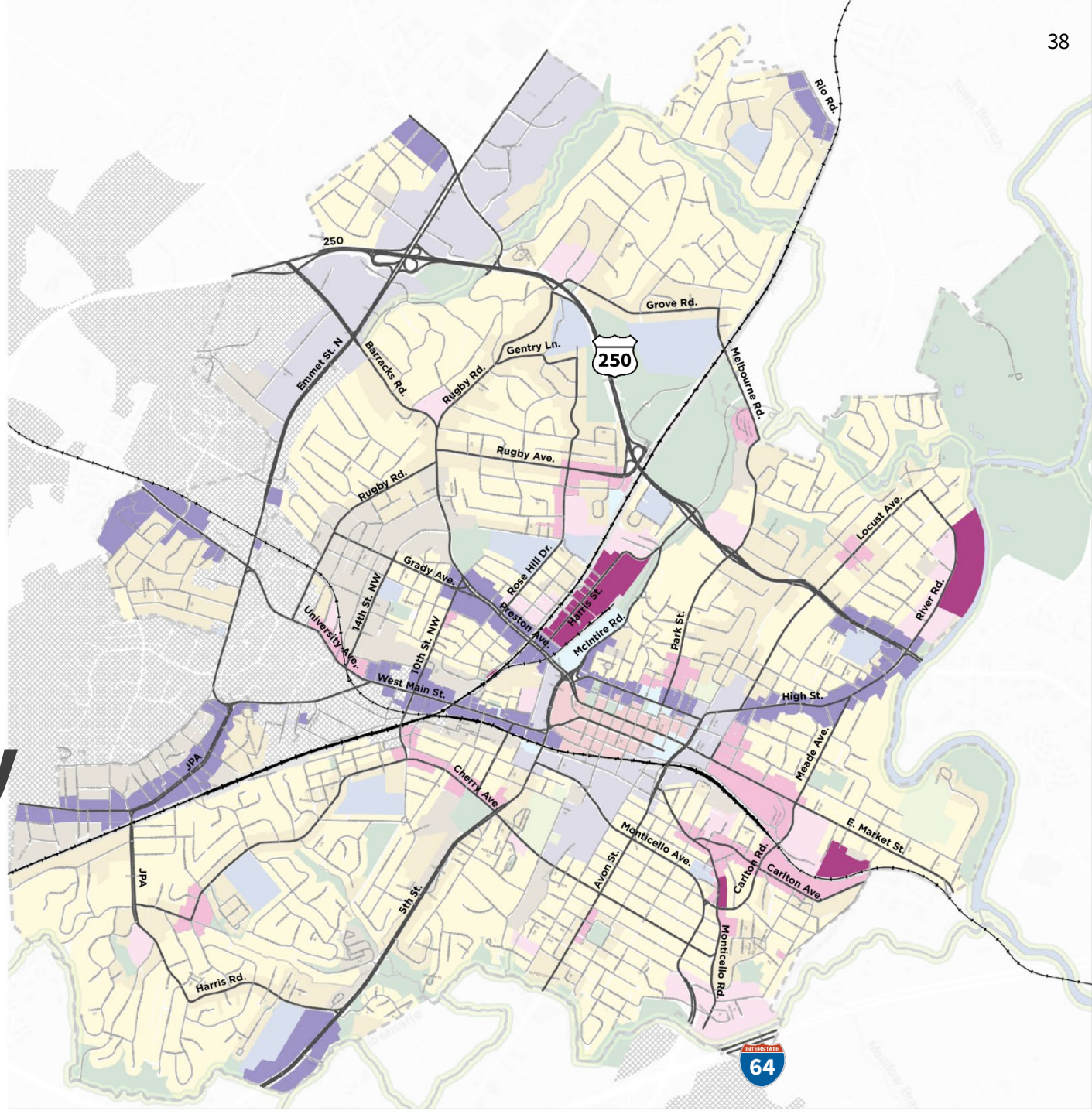
URBAN MIXED USE CORRIDOR

Higher intensity mixed use development arranged along corridors that link the employment, commercial, and civic hubs of the city.

Business & Technology

BUSINESS AND TECHNOLOGY MIXED USE

Light industrial and production uses as well as additional commercial and residential uses (where appropriate).



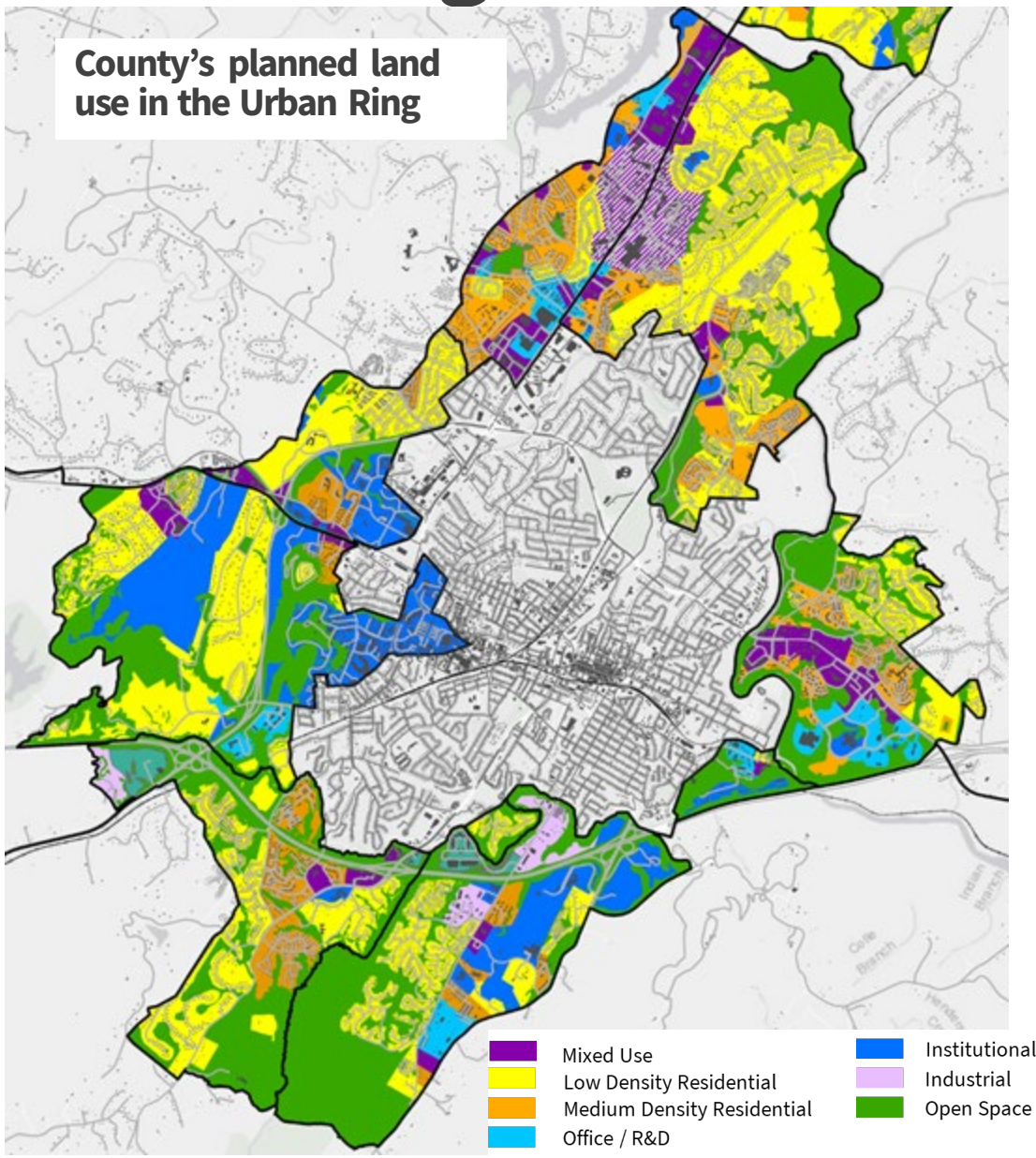
Mixed Use Corridors / Business & Technology

	Neighborhood Mixed Use Corridor	Urban Mixed Use Corridor	Business & Technology Mixed Use
Uses	Commercial, employment, residential (including small multi-unit and live-work unit buildings). Active ground floor uses.	Commercial, employment, residential. Active ground floor uses.	Light industrial/manufacturing, technology, business, residential (allowed in upper floors). Active ground floor uses encouraged.
Form	Neighborhood character. Respond to existing residential, environmental and historic context.	Respond to existing residential, environmental and historic context.	Reclaim/reuse land through rehabilitation for human use and environmental health.
Height	Up to 5 stories, average 3 stories. Highest buildings at intersections or at sites with larger land areas.	5 stories up to 8 at key intersections.	Up to 6 stories.

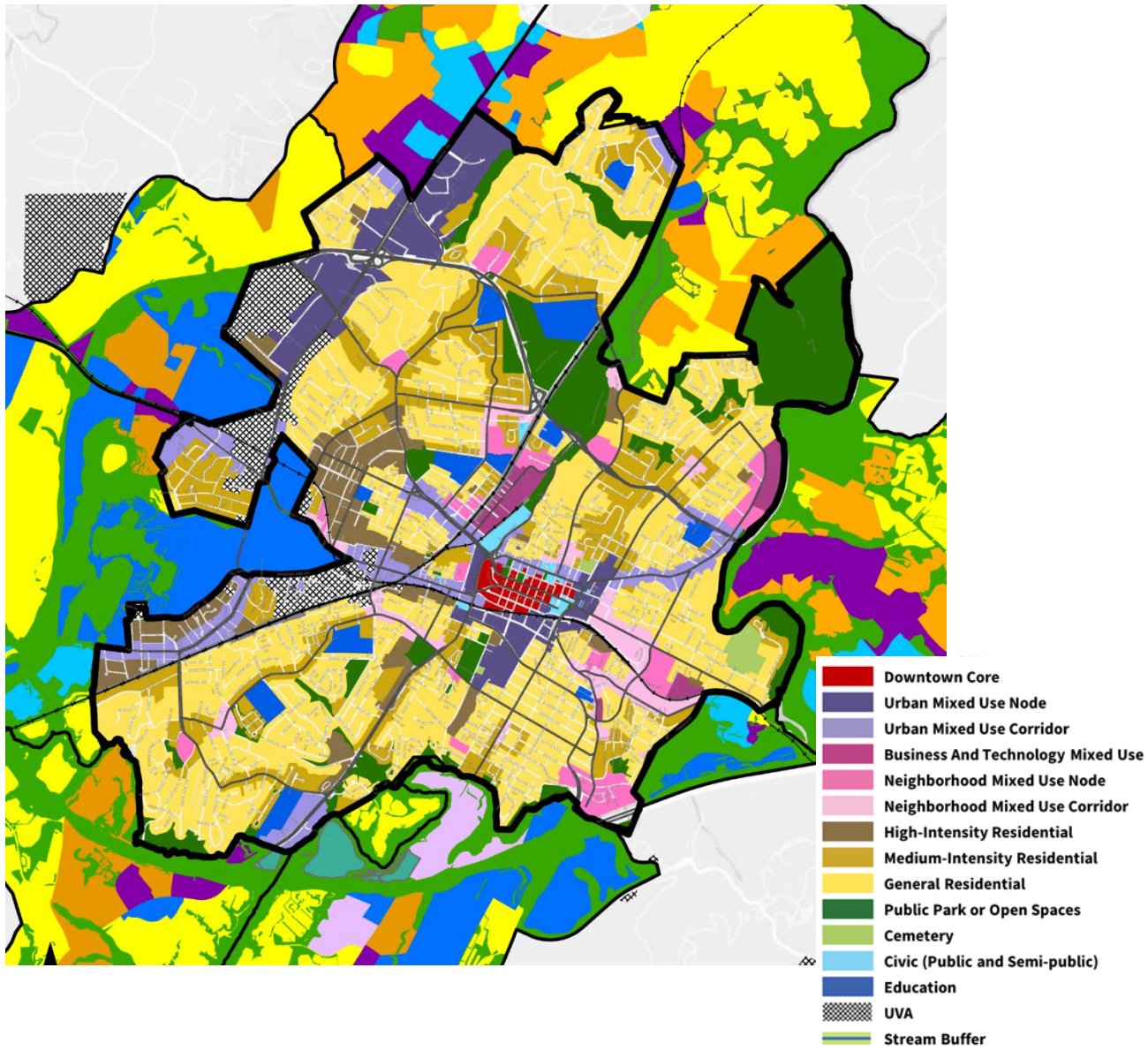
Development Considerations

- **Height:** Final maximum height for all parcels will be determined in the zoning regulations, and will depend on height of neighboring areas, among other factors. Each category on the land use map will likely have several potential zoning categories that apply.
- **Historic Districts:** Architectural controls will define building setbacks, height step backs, height limitations, buffers, and historic architectural features as required in the Code.
- **Environmental Issues:** Development must consider various factors…
  - **Critical slopes**
  - **Rivanna River and stream corridors**
  - **Stormwater runoff**
  - **Floodplains**
  - **Tree canopy –** Retention, replacement, and additions
- **Transportation Safety:** Development must support enhanced safety and access for walkability, bikeability, and transit.

Urban Ring



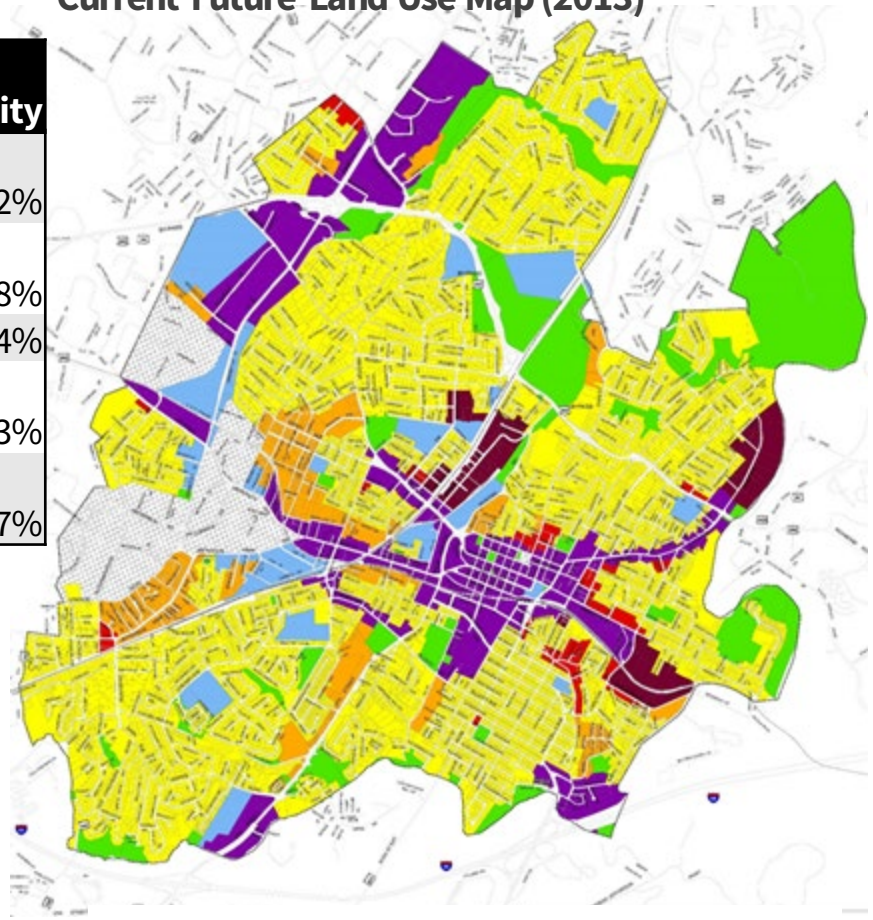
Draft 2021 Future Land Use Map Update with County's planned land use in the Urban Ring



Future Land Use Map Comparisons

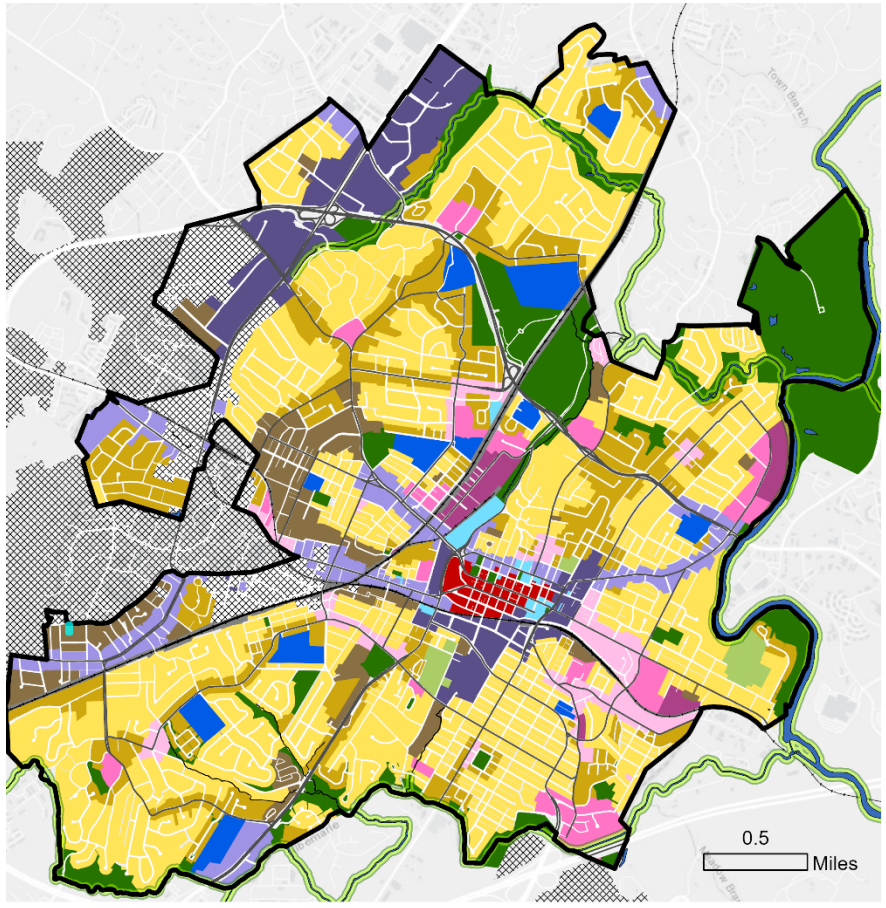
Current Future Land Use Map (2013)

2013 Land Use Designation	% city
Low Density Residential	52.2%
High Density Residential	5.8%
Mixed Use	11.4%
Neighborhood Commercial	1.3%
Business and Technology	2.7%



- Residential, Low density: Single-family and two-family; 12 or less dwelling units per acre.
- Residential, High Density: Multi-family; 13+ dwelling units per acre.

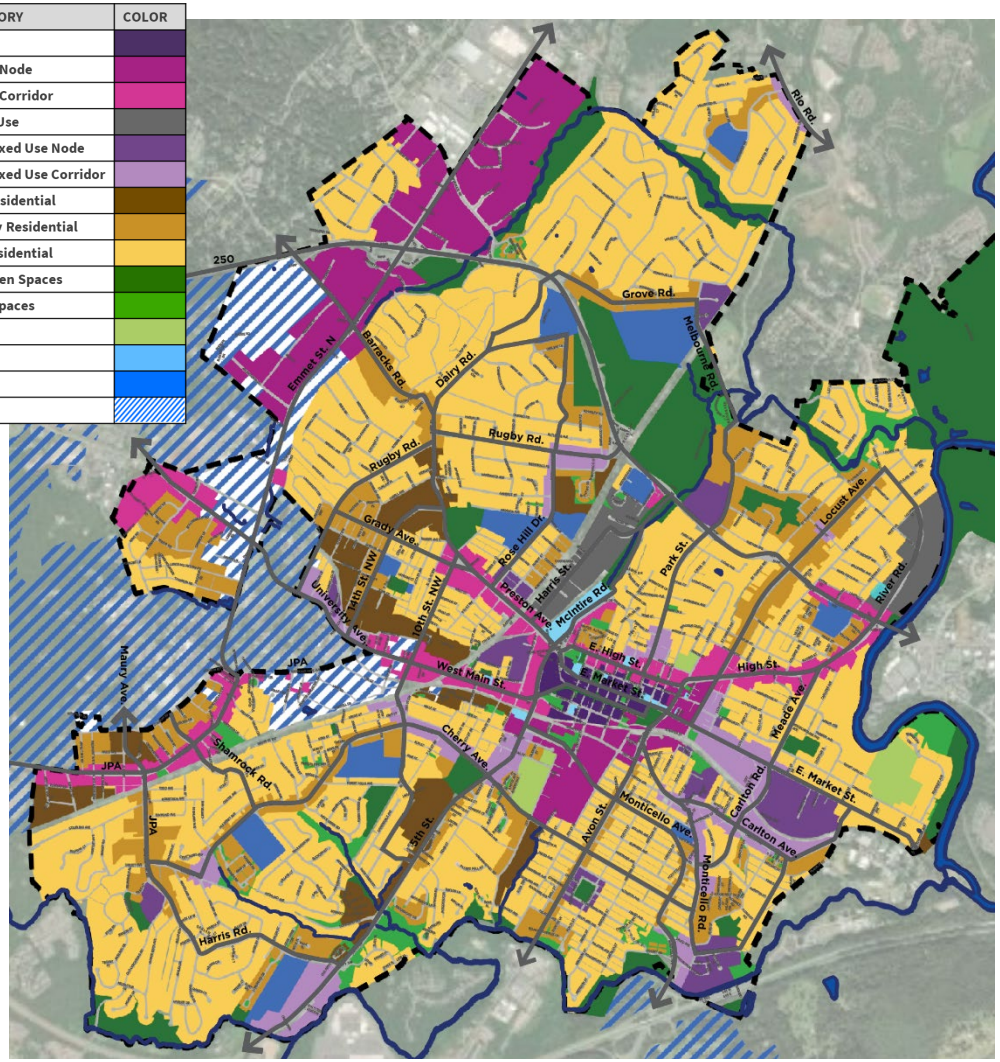
Draft Proposed 2021 Update

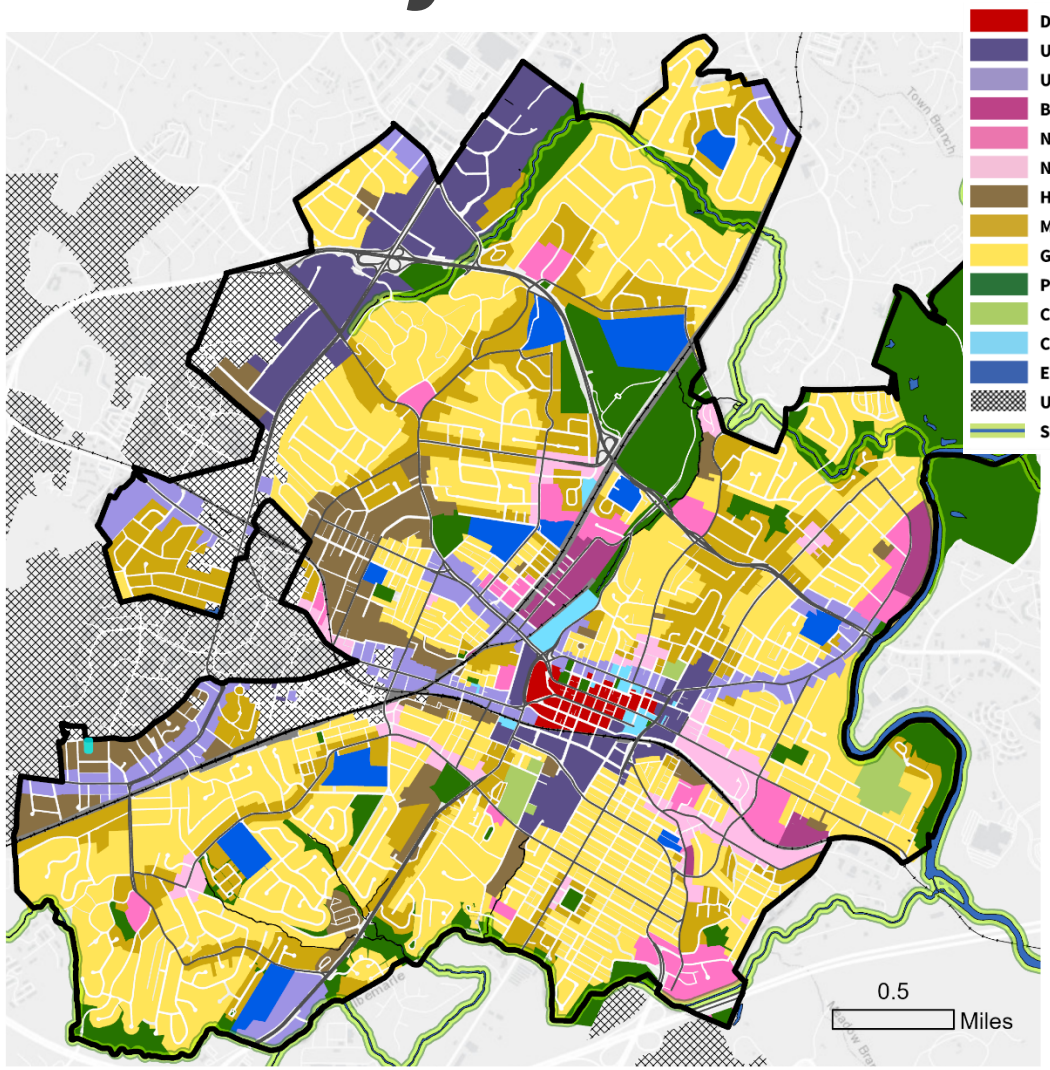


2021 Land Use Designation (Draft)	% city
General Residential	39.4%
Medium-Intensity Residential	14.4%
High-Intensity Residential	5.2%
Downtown	0.7%
Neighborhood Mixed Use Node	3.1%
Neighborhood Mixed Use Corridor	2.8%
Urban Mixed Use Corridor	5.0%
Urban Mixed Use Node	6.4%
Business and Technology Mixed Use	1.3%

Changes Between March and May Drafts

LAND USE CATEGORY	COLOR
Downtown Core	
Urban Mixed Use Node	
Urban Mixed Use Corridor	
Industrial Mixed Use	
Neighborhood Mixed Use Node	
Neighborhood Mixed Use Corridor	
High-Intensity Residential	
Medium-Intensity Residential	
Low-Intensity Residential	
Public Park or Open Spaces	
Proffered Open Spaces	
Cemetery	
Civic	
Education	
UVA	





Equity Considerations in the Future Land Use Map

- **Aims to balance several equity considerations, including:**
  - Providing more housing opportunities (including affordable housing) close to parks, schools, transit, services, and employment centers
  - Increasing the availability of housing in single-family neighborhoods that have historically had exclusionary zoning or which contain few non-single-family housing options, while minimizing community disruption and displacement pressures in low-income neighborhoods → *this will require supporting policies, funding, and initiatives as described in the Comprehensive Plan chapters*
  - Supporting community wealth-building through additional small-scale housing options that support enhanced homeownership opportunities

- **Land use policies must work in tandem with other programs to ensure enhanced housing affordability and protections for displacement**

Relationship to Affordable Housing Plan

Affordable Housing Plan Land Use Recommendations	Relationship to Future Land Use Map & Related Comprehensive Plan Policies
Change zoning and development processes to increase the production of **multifamily housing**	**Multifamily housing** supported in all mixed-use nodes, corridors, and in medium- and high-intensity residential areas
Change zoning to allow **soft density** in single-family-zoned neighborhoods, while limiting potential displacement	**Soft density (duplex, triplex, ADUs)** allowed in all single-family-zoned neighborhoods, with targeted policies and funding to support lower-income areas, communities that have previously been displaced, and other marginalized communities. Priorities include maintaining existing affordable housing, providing more affordable units, reducing displacement, and supporting homeownership.
Increase the flexibility to permit **Accessory Dwelling Units (ADUs)**	**ADUs** supported throughout the city, with recommended funding to support units affordable up to 60% AMI
Create an **Inclusionary Zoning policy** to increase the production of affordable homes	An **Inclusionary Zoning policy** can be applied most effectively in all mixed-use nodes and high-intensity residential areas and potentially in corridors and medium-intensity residential areas.

Next Steps

CVILLE PLANS TOGETHER

We want to hear from you!

Review the **Future Land Use Map** and other draft Comprehensive Plan Updates and participate in the community comment period through **May 31**!

cvilleplanstogether.com/engage3

Visite el sitio web para obtener información en español

Attend an event

Webinars

Monday, May 10: 6-7:30pm
Tuesday, May 25: 6-7:30pm

Recordings will be available

Pop-Up Meetings

Friday, May 14:
Reid's Market, 1-3pm

Saturday, May 15:
IX Art Park, 8am-noon
Jefferson School, 2-5pm

Tell us what you think

- **Comment Form**
- **Toll-Free Phone Line**
- **Interactive Map**
- **Email**

Comments

Website

- CvillePlansTogether.com/engage3

Email: Engage@CvillePlansTogether.com

Social Media

- @CvillePlans (Facebook, Twitter)
- @CvillePlansTogether (Instagram)

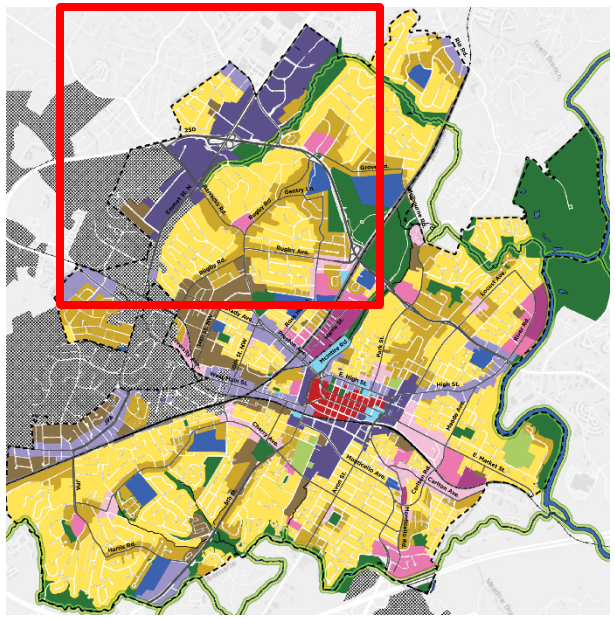
Toll-free Phone Number: (833) 752-6428

Appendix

CVILLE PLANS TOGETHER

Draft Future Land Use Map

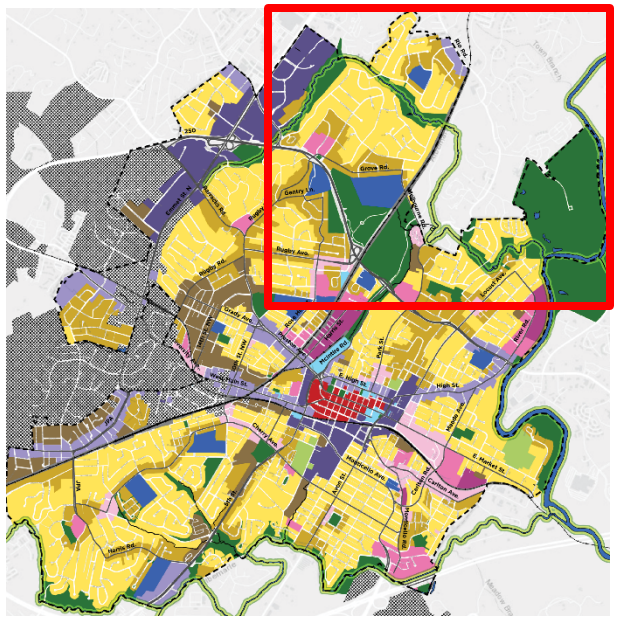
Enlargement 1



- Downtown Core
- Urban Mixed Use Node
- Urban Mixed Use Corridor
- Business And Technology Mixed Use
- Neighborhood Mixed Use Node
- Neighborhood Mixed Use Corridor
- High-Intensity Residential
- Medium-Intensity Residential
- General Residential
- Public Park or Open Spaces
- Cemetery
- Civic (Public and Semi-public)
- Education
- UVA
- Stream Buffer

Draft Future Land Use Map

Enlargement 2



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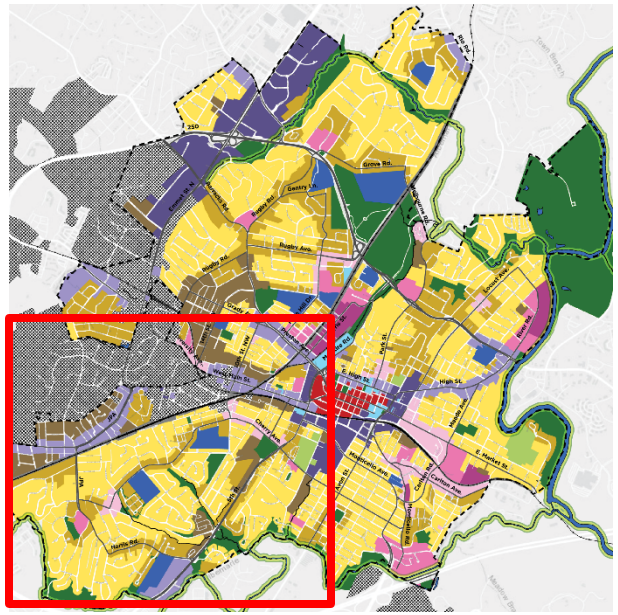
Draft Future Land Use Map

Enlargement 3



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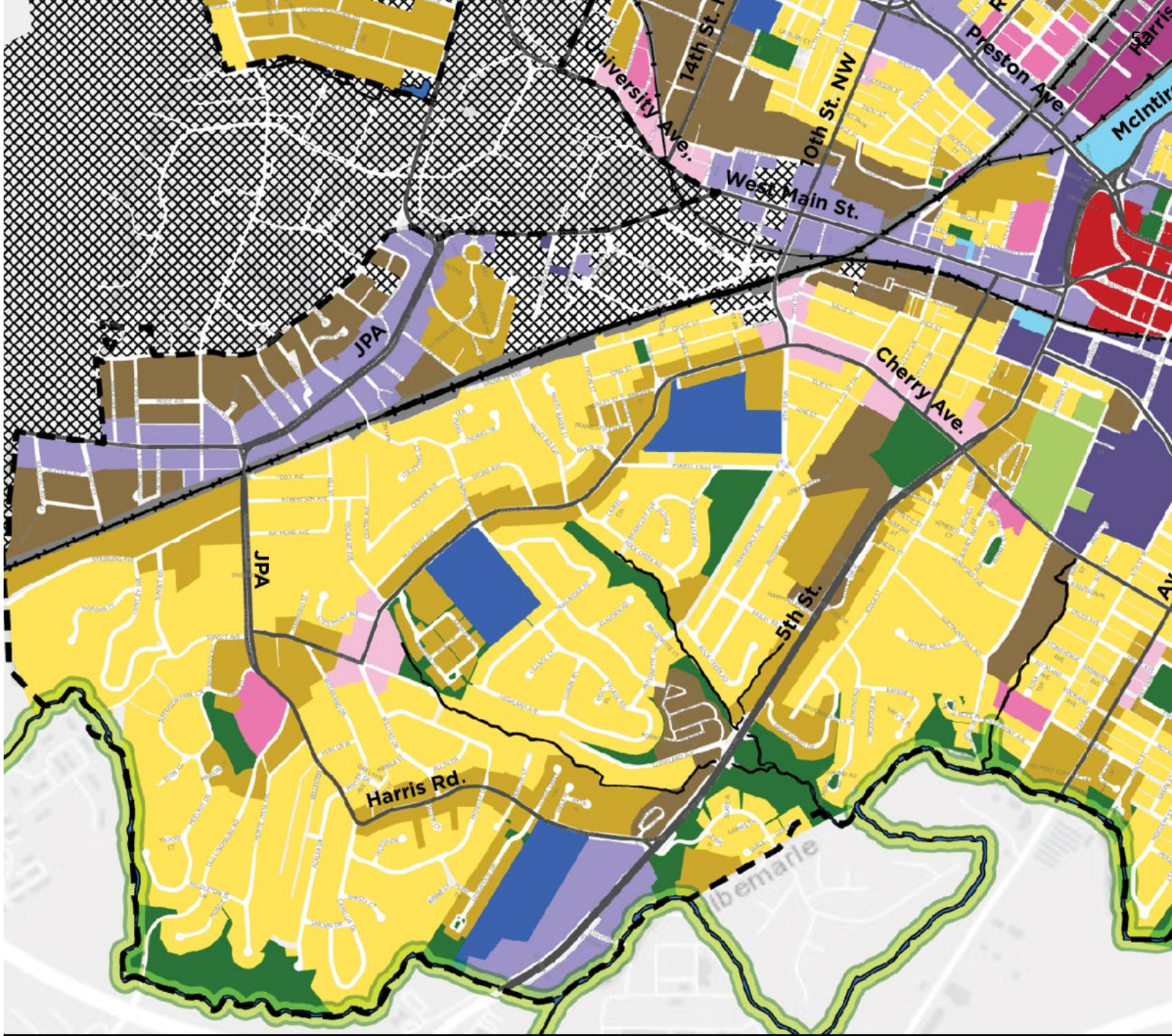
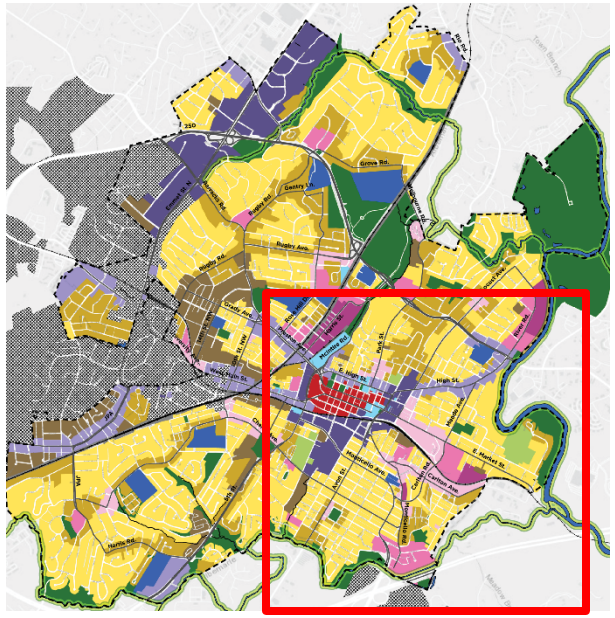


Draft Future Land Use Map

Enlargement 4



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- Urban Mixed Use Corridor
- Business And Technology Mixed Use
- Neighborhood Mixed Use Node
- Neighborhood Mixed Use Corridor
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- Medium-Intensity Residential
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